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THE APPLICATION OF FORMAL PRINCIPLES OF PUBLIC ADMINISTRATION
AS PERCEIVED BY CITY MANAGERS

by

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A Dissertation Submitted to the Faculty of
Old Dominion University in Partial Fulfillment of the
Requirements for the Degree of

DOCTOR OF PHILOSOPHY IN URBAN SERVICES

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Abstract

The Application of Formal Principles of Public Administration as Perceived by City Managers and Assistant City Managers In Arizona, Colorado and Virginia

Shelton P. Rhodes

Old Dominion University, 1994

Director: Dr. Leonard Ruchelman

The present study seeks to determine the extent to which formalist ideas in public administration are evident in the practice of managerial performance as perceived by city managers and assistant city managers in the three states of Arizona, Colorado, and Virginia. While numerous studies demonstrate how administrative practices vary in different socio-political environments, the International City Management Association contends that certain basic features of public management nevertheless should be widely applied in different settings.

The questions that are being posed in this study are: What are the perceived norms or standards that structure managerial performance of city managers and do they transcend state and regional boundaries? To what extent is perceived managerial performance based on the application of formal principles of public administration and the professional expectations of the city management profession?

The basic approach has been to compare city managers responses to survey questions related to basic areas of formalist doctrine having to do with concepts of political neutrality, professional development, competence, and the importance of the organizational structure.

Overall, this study indicates that general principles of public administration and professionalism are critical in establishing the organizational framework of how city managers and assistant city managers perform their duties. This study would seem to reinforce the literature on the importance of professional culture in setting expectations of professional performance. We can speculate that the early teachings of Richard Childs, the founder of the city management movement, at least partly accounts for this. His ideas of professional, nonpartisan competence appear to have been deeply absorbed into the profession of city management.

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CHAPTER 1

Purpose and Significance of the Study

Most public administration is carried out in an organizational framework. Early writings in public administration emphasized nonpartisanship, professional development and formal organizational structure as a way of creating efficient and rational organizations. The purpose was to replace more temporary and arbitrary arrangements which were viewed as being wasteful and inefficient. In light of its origins in the early part of the twentieth century, council manager government is very much a product of such thinking.

Of interest in the present study is determining the extent to which formalist ideas persist in the practice of public administration as perceived by city managers and assistant city managers in the three states of Virginia, Colorado, and Arizona. While numerous studies demonstrate how administrative practices vary in different socio-political environments, the International City Management Association and other professional organizations contend that certain basic features of public management nevertheless should be widely applied in different settings. This commitment to the applicability of general or universal principles management is the theoretical underpinning of formal aspects of public administration.

The basic approach in this study is to compare city managers and assistant city managers perceptions in the political environment of three different states: Arizona, Colorado, and Virginia. The questions being posed in this study are: What are

the perceived norms or standards that structure managerial performance and do they transcend state and regional boundaries? To what extent are they based on the application of formal principles of public administration and the professional expectations of the city management profession?

The dearth of formal research on this subject provides justification for this study. Using a comparative framework this study generates new data from Virginia for comparison with findings on Arizona and Colorado in a study by Martin Vanacour¹

Differences and similarities in the findings are viewed in light of environmental variables such as level of governmental reform, socioeconomic conditions, demographics, politics, perceptions of state and local government support, and perceptions of council relations.

Robert Dahl provides the basic rationale for the research approach used in this study. He states:

There can be no truly universal generalizations about public administration without a profound study of varying national and social characteristics impinging on public administration, to determine what aspects of public administration, if any, are truly independent of the national and social setting. Are there discoverable principles of universal validity, or are all principles valid only in terms of a special environment?²

Thus, Robert Dahl advocates the importance of comparative research to address issues concerning the application of universal generalizations in public administration. By using a comparative focus, this study seeks to expand the theoretical focus of general rules or norms in public administration.

Focusing on municipal managers in three states, the following two questions are posed:

1. What are the perceived norms or standards that structure managerial performance of city managers and do they transcend state and regional boundaries?
2. To what extent are perceived managerial tasks and behavior based on the application of formal principles of public administration and the professional expectations of the city management profession?

Specific research objectives are as follows:

1. To account for the effects of formalist, professional theories of public administration as perceived by city managers and assistant city managers in the states of Virginia, Arizona, and Colorado.
2. To account for the effects of environmental factors as perceived by city managers and assistant city managers in the three states of Arizona, Colorado, and Virginia.
3. To examine the effects of deficiencies, concerning the application of formal theories of public administration in the three states of Arizona, Colorado, and Virginia.

Organization of the Study

This study is organized into six chapters. As we have seen, Chapter 1 describes the purpose and significance of this study, and also addresses the study's organization. Chapter 2 is a review of the related literature. General background factors viewing Colorado, Arizona, and Virginia are provided in Chapter 3. Chapter 4 describes the research methodology and study design. Chapter 5 presents the research findings. Chapter 6 discusses general conclusions.

CHAPTER 2

Literature Review

Formal Theories of Public Administration

Though there are many contributors to formal theories of public administration, we focus here on persons who have had a significant impact in the literature. Theorists included here are Max Weber, Frederick Taylor, Henri Fayol, Luther Gulick, and Lyndall Urwick. The council-manager form of government, based on the writings of Richard Childs, draws heavily from these theories.

Basic to Max Weber's thinking (1864 to 1920) is the idea that history moves in a unilinear progression toward technological rationalization, and he regarded bureaucracy as a major contributing force in that direction. His ideal-type construct of bureaucracy can be characterized by six basic precepts:

1. That static and clearly defined jurisdictional areas exist and are determined by law or by administrative regulations;
2. That the organization and distribution of activities are based on division of labor;
3. That authority to give the commands necessary to discharge organizational duties is not arbitrary but stable and prescribed;
4. That bureaucratic management is based on written documents known as "the files" which are preserved in their original forms;

5. That organization of officials is based on hierarchy; that is, each lower official is under the control and supervision of a higher one, who is in turn responsible to a superior for his own and his subordinates' actions. The superordinate has the right to issue directives, and subordinates have the duty to obey. The nature of directives is fixed by law, but the system affords lower officials the opportunity to appeal decisions to a higher office.

6. That officials are offered positions on the basis of contracts freely entered into and mutually binding. Personnel are selected for their professional qualifications, and through expert training is presupposed for management positions. Ideally, recruitment is based on examination or educational certification.³

In Weber's view bureaucracy was technically superior to all other forms of administration. In his model, bureaucratic organizations consist of officials whose roles are legitimized by written definition of their authority. Offices are arranged in hierarchy and there is a set of rules and procedures for routine operations. Authority is based in the office, and commands are obeyed because the rules state that it is in the competence of a particular office to issue such commands. For Weber the bureaucracy equates to a highly efficient system of coordination and control. The rationality of the organization is achieved through the hierarchy of authority, a system of rules, and control of actions of individuals in the organizations. However, Weber was also aware that bureaucratic organizations were in a certain sense vulnerable. That is, "the high rationality of the bureaucratic structure is fragile; it needs to be constantly protected against external pressures to safeguard the autonomy required if it is to be kept closely geared to its goals and not others."⁴

Frederick Taylor (1856-1915) generated a body of principles called scientific management by seeking answers to the question, "Is there one best way of doing a job?" Taylor's answers to this question provided the blueprint for many prominent formal principles of administration. The scientific management blueprint applied to bureaucratic organizations was characterized by a clearly defined division of labor with highly specialized personnel and by a distinct hierarchy of authority. Taylor's philosophy is outlined in his four great underlying principles of management:

1. **The development of a true science of management;** this would insure that the best method for performing each task could be applied. This principle clearly influenced the development of council-manager government.
2. **The scientific selection of workers;** this means having standards to select workers and managers that goes beyond subjectivity.
3. **The selection, education and development of workers;** the emphasis here is on systematic training and development of workers.
4. **Intimate, friendly cooperation between management and labor;** there must be a balance between labor and management. Specialization and appropriate delegation were fundamental to Taylor's ideas.⁵

The ideas of Taylor had a significant influence on the intellectual foundation for council-manager government and the application of formal principles of administration.

Henri Fayol's (1841-1925) approach to administration was based on five elements: forecast planning, organization, communication, coordination, and control. For Fayol, assessing the future and looking ahead was central to management. He believed that the task of management is to organize or build the

organization to allow its basic activities to be carried out. The importance of command is the result of Fayol's faith in the unity of command. All employees should know their place on the organizational chart. Control, the final element, checks the other four elements to ensure they conform to established rules and expressed commands. Fayol developed fourteen general principles of management to support what administration is about:

1. Division of labor: specialization allows the individual to build up expertise and thereby be more productive.
2. Authority: the right to issue commands, along with the equivalent responsibility for its exercise.
3. Discipline: which is two-sided, for employees are inclined to obey orders if management plays its part by providing good leadership.
4. Unity of command in contrast to command divided along functional lines.
5. Unity of direction: people engaged in the same kind of activities must have the same objectives in a single plan.
6. Subordination of individual interest to general interest: management must see the goals of the firm as always paramount.
7. Remuneration: payment is an important motivator although, by analyzing a number of different possibilities, Fayol points out that there is no such thing as a perfect system.
8. Centralization or decentralization: again this is a matter of degree, depending on the condition of the business and the quality of its personnel.
9. Scalar chain: a hierarchy is necessary for unity of direction, but lateral communication is also fundamental as long as superiors know that such communications are taking place.
10. Order: both material and social order are necessary.
11. Equity: in running a business, a "combination of kindness and justice" is needed.

12. Stability of tenure: is essential due to the time and expense involved in training good management.

13. Initiative: allowing all personnel to show their initiative in some way is a source of strength for the organization.

14. Esprit de corps: management must foster the moral of its employees.

Fayol's general principles would provide the impetus for ideas developed later by Luther Gulick and Lyndall Urwick. In 1937 Gulick and Urlick introduced their landmark work "Papers on the Science of Administration", which articulated seven principles of public administration. These principles deal with the need for (1) fitting people into structures, or organizing; (2) one top executive and unity of command; (3) adequate staff assistance; (4) division of labor; (5) delegation of authority; (6) matching authority and responsibility; and (7) limited span of control.

1. Organizing, according to Urwick, is determining plans and assigning people to implement them. Individuals should be assigned on an objective basis, without regard to incumbency. Efforts must be made to admit people into the organizational structure and to force them to fit the organization, not to alter the organization to fit the people.

2. In the interests of avoiding inefficiency, confusion, and irresponsibility, Gulick and Urwick both emphasized the need for one top executive and for unity of command. Urwick criticized the slow, cumbersome character of boards and commissions, noting that well-run government agencies were administered by a single individual. After carefully reviewing the administrative experiences of World War I, Gulick and Urwick agreed that multiple supervision is inefficient.

3. Borrowing from Fayol and the military, Gulick and Urwick asserted that executives need both special and general assistance. The special staff would concentrate on the knowing and planning aspects of administration but would

have no administrative authority or responsibility. The general staff personnel would deal with problems of coordination and control, initiating orders, following them up, and smoothing out the creases in the organizational fabric. In performing these functions, general staff personnel would be acting as agents of their superiors, relieving those superiors of burdensome details so that they could concentrate on broader, more important matters.

4. With regard to dividing and subdividing labor and assigning people to the appropriate subdivisions, Gulick stressed the importance of homogeneity. Workers should be assigned according to the purpose being served (e.g., controlling crime), the process employed (e.g., engineering or medicine), the persons or things being dealt with (e.g., veterans or automobiles), and where the service was to be performed (e.g., the city of Boston or Central High School).

5. On the theory that fear of delegating authority is a major cause of organizational behavior problems, Urwick stressed that authority must be delegated and that administrators should be concerned only with deviations from set standards.

6. Further, responsibility must be matched with authority. People must have the authority to discharge their responsibilities; but responsibility must be clearly defined, and persons in authority must be held accountable both for their own actions and for the activities of their subordinates.

7. Finally, Gulick and Urwick both held that the administrator's span of control must be limited. Urwick believed that because the human span of attention is limited, no superior could adequately direct the activities of more than five or six subordinates. Gulick believed that the optimal number of subordinates was difficult to fix with precision but was limited in any case by factors relating to knowledge and energy.⁶

In essence, Gulick's and Urwick's principles clearly reflect the influence of Taylor's scientific principles of management. The emphasis on scientific management is the basis of the formalist-rationalist idea that general principles could be derived to govern arrangements of human association of any kind. The base position was that there are fundamental principles of

general application towards administrative efficiency consistent with scientific principles.

This is the intellectual basis for numerous reports and prescriptive studies of government reorganization that have been generated in the twentieth Century. The 1937 Brownlow Committee and Hoover Committees are two notable studies of government reorganization. Luther Gulick was a member of the Brownlow Committee. The findings of the Brownlow Committee which were submitted to Congress in 1937, reflected formalist ideas. "The principle thesis of the report was that the executive branch ought to be reorganized to create an integrated hierarchical structure with the President as an active manager."⁷

Wallace Sayre in his 1958 Public Administrative Review article "Premises of Public Administration: Past and Emerging," referred to the Brownlow Committee report as the high noon of orthodoxy in public administration. The Brownlow Committee study was a precursor to the Hoover Committee studies of the organization and functions of the executive branch. The Hoover Commission studies were conducted between 1949 and 1955. Both studies sought to produce greater economy and efficiency in government operations, and to strengthen the President and department secretaries as administrative managers of the executive branch.

The goals of the first Hoover Commission reflect formalist ideas in the tradition of scientific management:

Create a more orderly grouping of the functions of Government into major departments and agencies under the President.

Establish a clear line of control from the President to those department and agency heads and from them to their subordinates with correlative responsibility from these officials to the president, cutting through the barriers which have in many cases made bureaus and agencies partially independent of the Chief Executive.

Permit the operating departments and agencies to administer for themselves a larger share of the routine administrative services, under strict supervision and in conformity with high standards.⁸

The first Hoover Commission espoused the reinvention of the hierarchical administrative structure. The Brownlow and Hoover commissions were early attempts at streamlining government.

Most recently, the 1993 National Commission on the State and Local Public Service, headed by William Winter, updates the themes of these Commissions. Recommendations and themes of the National Commission on the State and Local Public Service include stronger executive leadership, lean, responsive government, high-performance workforce, greater citizen involvement, and reducing fiscal uncertainty.⁹

The idea of administrative efficiency through the application of general principles was the impetus for vigorous scholarly challenge during the post World War II period by such luminaries as Dwight Waldo, Herbert Simon, and Robert Dahl. James March and Herbert Simon were particularly critical of formalist doctrine. They presented specific criticisms as follows:

(1) the motivational assumption underlying the theories are incomplete; (2) there is insufficient appreciation of the role of intraorganizational conflict of interest in defining limits of organizational behavior; (3) the constraints placed on the human being by his limitations as a complex information-processing

system are given little consideration; (4) little attention is given to the role or cognition in task identification and decision; and (5) the phenomenon of program elaboration is not considered.¹⁰

Other criticisms are that it limits flexibility to adjust to different environments; and it produces red tape and inefficiency when rules fail to deal adequately with reality. The current national best-seller Reinventing Government by David Osborne and Ted Gaebler is critical of many traditional aspects of government. Under the heading "The Bankruptcy of Bureaucracy", Osborne and Gaebler argue that bureaucratic institutions developed during the industrial era often fail us. This is because the bureaucratic model was developed in an age of hierarchy, when only those at the top in the organization had enough information to make informed decisions. It developed in a society of people who worked with their hands, not their minds. Today we live in an information society, characterized by breathtaking change. However, Osborne and Gaebler concede that bureaucratic institutions still work in stable environments.¹¹

In summary, although many public administrators regard them as dated, formalist ideas persist in the field of public management. Gerald Caiden, for example, has claimed that the Gulick-Urwick principles have been carefully researched and continue to play an important role telling public administrators how to perform.¹² Formalistic features exist, to some degree, in almost all modern organizations. Harold Seidman, in his 1980 book, Politics, Position and Power, states, "it is easy to pick

the flaws in the concepts of unity of command, straight lines of authority and accountability, and organization by major purpose; it is far more difficult to develop acceptable alternatives." 13

Formalism in Council-Manager Government

The provision for a professional city manager has been a key aspect of the council-manager form of government since it was created more than seventy-five years ago. Another key feature of the council-manager form of government has been the separation of politics from administration. When Richard S. Childs founded the council-manager form of government in the early 1900s, his goal was to replace the decentralized coalition politics of boss rule that characterized many cities with centralized nonpartisan professional administration. A council of elected officials would handle all policy matters and administration would be the concern of a professional city manager. This is the basis of Nalbandian's three propositions from his book, Professionalism in Local Government, that constitute the orthodox view of city management:

1. The work of city managers isolates them from partisan politics and often from community politics and policy-making as well;
2. The city manager is a politically neutral administrative expert accountable to a representative governing body.
3. Efficiency and political responsiveness can be harmoniously pursued in the community.¹⁴

Factors of non-political neutrality were basic to the development of the council-manager form of government. The Progressive era's emphasis on non-political neutrality was the catalyst for Richard S. Childs's sponsorship of the short ballot and subsequently the development of the council-manager form of

government. Non-political neutrality also reflects the influence of the scientific management movement. Science and rationality were the intellectual underpinnings of Urwick's, Taylor's, and Fayol's contributions to the formalist school of thought. Childs and other reformers viewed non-political neutrality as essential to eliminating machine control over the governmental process. Childs's council-manager model advocated administrative expertise separate from political interference. Thus, to promote efficiency and isolate political control, the council-management form of government consolidates administrative processes under a single executive, the city manager. Under Childs's council-manager model, the council would be responsible for policy making, and a council appointed manager would be in charge of administration. Staunton, Virginia was the first city to implement a general manager concept in 1908. Sumter, South Carolina became the first community to adopt the council manager plan in 1912.

The literature indicates that the political/administrative dichotomy concept of the council-manager form of government has been problematic. According to Svava (1989), the literature on the behavior of city managers demonstrates that managers are policy leaders as well as policy implementors. The problem has been to reconcile this evidence with the theory behind this form of government.¹⁵ A myriad of other studies support Svava's conclusion. Stone, Price, and Stone (1941) pointed out the impracticability of excluding managers from policy and leadership positions. Deil Wright's 1965 survey of city managers in North Carolina found that city managers regarded their community

leadership role as important as their traditional administrative role. The Newell and Ammons 1987 survey and the ICMA 1973, and 1984 surveys of city managers confirm the increasing policy involvement of city managers. Table 2-1 provides survey data:

Table 2-1 Role Importance for City Managers (percent)

Role	Importance	
	1985	1965
Management	39	37
Policy	56	22
Political	6	33
	N=52	N=45

Sources: Nalbandian (1991), Professionalism in Local Government, page 57.

The data in Table 2-1 illustrates the transformation of roles of contemporary city managers as described in John Nalbandian's 1991 book Professionalism in Local Government, Transformations in the Roles Responsibilities, and Values of City Managers. Nalbandian (1991) finds that while city managers have always played important roles in the policy-making arena, the nature of contemporary political, economic, and social forces in local government appears to have encouraged the negotiating, brokerage, and consensus-building skills of today's managers more than among early predecessors.¹⁶

Table 2-2 City Manager Involvement in Policy-making, 1973.

<u>Activity</u>	<u>Mean</u>
Participate in policy formulation	1.5
Play a leading role in policy-making	2.5
Initiate municipal policies	2.3

1 = "always"; 5 = "never"

Source: Nalbandian (1991), Professionalism in Local Government, page, 58.

The data in Table 2-2 is consistent with Hale's (1989) conclusion that the nature of city managers' work involves increasing involvement in politics, policy-making, and brokerage activities. In sum, the expanded contemporary role of city managers highlights the need for a strong second in command to carryout the conventional administrative duties of running a modern city.

The role of assistant city managers is discussed in the 1979 report of the ICMA Committee on Future Horizons, which predicted that a new profession "internal manager" would emerge as a type of specialization; and it foresaw that with greater responsibility, assistant city managers would be accorded greater status and would be increasingly accepted as full partners in the profession.¹⁷ This supports the conclusion that an effective assistant city manager must possess the same qualities as an effective city manager.

The assistant city manager position has come to be valued in its own right, rather than as a stepping stone on the way to the city manager position. Assistant city managers achieve professional growth by moving to cities of different sizes. In

line with the profession of career assistants, former city managers of small cities are increasingly choosing to become assistant city managers in larger cities. According to Vanacour (1991):

An assistant city manager who understands that the teamwork concept is fundamental to a successful career can greatly add to the management capacity of the city. The team effort becomes symbiotic and benefits all parties concerned with good administration. An excellent assistant city manager has developed open communications with the manager, has the ability to grasp the city manager's philosophy, and has developed a sixth sense of what the manager is thinking in critical situations.¹⁸

In summary, though the council-manager form of government is somewhat ambivalent on the political administrative dichotomy it clearly abides by classical formalist prescriptions. It incorporates hierarchy, rules, and procedures to govern the best way to manage a city. The municipal reformers believed that the structural reorganization of the council-manager plan would result in effective city management irrespective of the local political environment.

Professional development and behavior is another quality which is inherent in the city manager system. The origin of a professional identity for city managers can be traced to the formation of the City Manager's Association in 1914. According to the 1990 ICMA Municipal Year book:

The researchers maintained that the city managers organization served as a centralizing force in a decentralized occupation. The association established clear guidelines for professional and ethical behavior, developed membership requirements that initially mandated three years service as the administrative head of a municipality,

conducted research into municipal problems, to enhance the quality of decision making, and served as a forum for professional interaction and the exchange of ideas and information."¹⁹

The City Manager's Association was an effective precursor to the ICMA. The ICMA Code of Ethics underpins general principles of management in the city management profession by articulating standards of responsible behavior for managers and their relationships to elected officials.

The findings of Charles Loveridge in his study of city managers' roles and behaviors reinforce the important role of the ICMA as a guardian of the professional identity of city managers. Loveridge contends that most city managers have formulated roles because of professional pressures and because of educational association, socialization and recruitment patterns.²⁰

Like the American Medical Association, and other professional organizations, the ICMA is committed to defining and maintaining professional identity and standards. Some of the ethical principles that govern the conduct of every ICMA member are as follows:

1. Be dedicated to the concepts of effective and democratic local government by responsible elected officials and believe that professional general management is essential to the achievement of this objective.
2. Be dedicated to the highest ideals of honor and integrity in all public and personal relationships in order that the member may merit the respect and confidence of the elected officials, of other officials and employees, and of the public.
3. Submit policy proposals to elected officials, provide them with facts and advice on matters of policy as a basis for making decisions and setting community goals, and uphold

and implement municipal policies adopted by elected officials.

4. Refrain from participation in the election of the members of the employing legislative body, and from all partisan political activities which would impair performance as a professional administrator.

5. Make it a duty continually to improve the member's professional ability and to develop the competence of associates in the use of management techniques.

The ICMA code provides the professional framework of values important to professional identity of city managers and can be viewed as an integral part of council-manager government.

Leader and Subordinate Characteristics/Values

As noted in the previous section, values play an important role in defining the professional culture of city management. Kouzes and Posner (1987) surveyed more than 4,000 managers and senior executives to determine what characteristics subordinates admired most in leaders. Table 2-3 shows the results of their survey:

Table 2-3 Characteristics of Superior Leaders

U.S. Managers

(N = 2,615)

<u>Characteristics</u>	<u>Ranking</u>	<u>Percentage of Managers Selecting</u>
Honest	1	83
Competent	2	67
Forward looking	3	62
Inspiring	4	58
Intelligent	5	43
Fair-minded	6	40
Broad-minded	7	37
Straightforward	8	34
Imaginative	9	34
Dependable	10	33
Supportive	11	32
Courageous	12	27
Caring	13	26
Cooperative	14	25
Mature	15	23
Ambitious	16	21
Determined	17	20
Self-controlled	18	13
Loyal	19	11
Independent	20	10

Source: Kouzes and Posner (1988) from their book, The Leadership Challenge: How to Get Extraordinary Things Done in Organizations

Kouzes and Posner found that honesty and competence were the top two values desired by subordinates from their leaders.

However, just as important are the value expectations that leaders have of their subordinates.

Posner and Schmidt (1987) conducted a survey of California city managers to determine their value expectations of assistant city managers. Survey results are provided in Table 2-4.

Table 2-4
Desired Qualities in Subordinates: Top Three Selections

<u>Desired Qualities</u>	<u>(Percentages)</u> <u>California City Managers</u>
Competence	69
Integrity	61
Dependability	59
Managerial Ability	36
Cooperativeness	20
Imagination	19
Fairness	12
Helpfulness	10
Intelligence	10
Determination	6

Source: "Values and Expectations of City Managers in California" by B. Z. Posner and Schmidt, 1987 Public Administration Review

The predominant values desired by California city managers from their assistants were competence and integrity. An aspect of interest in the present research is to compare what value expectations Virginia city managers and assistant city managers desire of each other as compared to Arizona and Colorado managers.

Mentorship and Executive Professional Development

Traditionally the assistant city manager position has been an apprenticeship to becoming a city manager. Therefore, there is some expectation that a city manager, by virtue of his position should indirectly exercise a mentoring function in relation to the assistant city manager. Numerous studies (Levinson and Missirian, 1982; Clawson, 1979; Kram, 1980) have identified a myriad of mentoring functions that are generally listed in two broad categories: career functions or psychosocial functions. Table 2-5 below lists some career mentoring functions and some psychosocial functions.

Table 2-5 Mentoring Functions. When a hierarchical relationship provides all these functions, it best approximates the prototype of a mentor relationship.

<u>Career Functions(a)</u>	<u>Psychosocial Functions(b)</u>
Sponsorship	Role Modeling
Exposure and Visibility	Acceptance and Confirmation
Coaching	Counseling
Protection	Friendship
Challenging Assignments	

(a) Career Functions are those aspects of the relationship that enhance career advancement.

(b) Psychosocial Functions are those aspects of the relationship that enhance sense of competence, identity, and effectiveness in a professional role. Source: Kram (1985)

Mentorship is an important vehicle to support the application of professional development in public administration. An interest in this study is to determine how this applies in our three state sample.

CHAPTER 3

General Background Factors Viewing Colorado, Arizona and Virginia

In the American system of federalism, the states are not independent political entities but function as units of the nation. As such, national policies and national issues project themselves into the affairs of states. Yet, despite of such tendencies, there is also considerable variation in the way states and their localities are governed and managed. There are, after all, 50 state governments and more than 80,000 local government jurisdictions; and even within categories, their differences are sometimes startling. These differences are based on a broad range of factors including the way they have developed historically, their geography, their economic base and ultimately their political culture, i.e., norms, traditions.

In this chapter, we attempt to account for basic differences in the three states of Arizona, Colorado, and Virginia with the view to understanding how they could affect perceptions of the application of formal principles of public administration.

A Profile of Virginia

Urban government and politics in Virginia manifest distinct differences from urban government and politics in Arizona and Colorado. According to Samuel Emory (1981):

To note that each state has its own history and set of traditions is to suggest the obvious. But what may not be as self-evident is that some states have such a distinctive

history that the customs and traditions which evolved gave rise to a style of doing things that are singularly characteristic of that state. Virginia is such a state. Here a mode of thinking and doing has emerged which is indigenous to the Old Dominion. Known simply as "the Virginia way," this manner of thought and behavior is deeply rooted in the cultural origins of the Commonwealth and despite the economic, social, and political changes which have occurred in the state, it has remained essentially unchanged since the settlers first set foot on Virginia soil to re-create the society they left across the Atlantic.²¹

Emory argues that Virginia's culture and traditions are the product of seventeenth century plantation society's emphasis on class orientation, rule of law, and locally oriented government. In his book Southern Politics, V.O. Key Jr. dedicates a chapter on the uniqueness of Virginia politics by focusing on how southern politics differ from other regional politics and how Virginia politics differ from other southern states. Viewing Virginia of the 1950s he states: "Of all the American states, Virginia can lay claim to the most thorough control by oligarchy. Political power has been closely held by a small group of leaders who, themselves and their predecessors, have subverted democratic institutions and deprived most Virginians of a voice in their government."²² The heritage of oligarchy in Virginia was largely based on the dominance of the Byrd machine and on social class that goes back to the seventeenth century. The effectiveness of the Byrd machine made Virginia a one-party state (Democratic) for decades. High social status and the ability to qualify as a gentleman were prerequisites for those seeking political office in Virginia. Such factors as single party dominance by the democratic party and the importance of social status in political

participation are still apparent in the present character of politics.

Virginia has also been influenced by the Progressive Era's "Good Government Movement." It was one of the first states to initiate the council-manager form of government, when Staunton, Virginia established a council-manager government with a city manager in 1908. Currently, all cities in Virginia utilize the council-manager form of government. The reformers of the progressive movement sought to replace boss rule and machine politics with a politically neutral, professional form of government. In addition, most council-manager governments in Virginia use the short-ballot, at-large elections, and non-partisan elections. Despite governmental reforms, machine politics dominated Virginia politics for decades through the Byrd organization. Vestiges of machine politics are currently manifested by interest group politics. According to Wikstrom,

Over the years in most Virginia cities the business community has been the dominant or primary force in recruiting, endorsing, and supporting candidates for city council. Of late, other groups, identified with organized labor, teachers, blacks, and homeowners have demonstrated a decided interest in councilmanic elections. Especially in the larger cities, black vote organizations, through their adroit mobilization of the black vote are a more significant factor in city council elections than they were only a few years ago.²³

Virginia's adherence to Dillon's Rule, which explicitly limits the power of local governments, is another factor that bears directly on the operations of local governments. The application of Dillon's Rule by Virginia differentiates Virginia from many reformed states. Dillon's Rule reads:

It is a general and undisputed proposition of law that a municipal corporation possesses and can exercise the following powers, and no others: First, those granted in express words; second, those necessarily or fairly implied in or incident to the powers expressly granted; third, those essential to the accomplishment of the declared objects and purpose of the corporation- not simply convenient, but indispensable.²⁴

Writ (1989) argues that Dillon's Rule restricts the power and flexibility of local government to address problems rapidly with innovative solutions.

Virginia's political orientation in general is another important factor to consider in examining managerial role relationships. Virginia is one of the most conservative states in the country. According to Sabato (1981) "More than politically conservative, Virginia is socially and culturally conservative."²⁵

In sum, Virginia is a state that clearly showcases southern political history and its own unique heritage. The South's political heritage revolves around the position of the African-Americans and agrarian poverty. Virginia's adherence to its seventeenth century heritage, emphasis on social status as a requirement for political office, and strained race relations are factors that characterize the uniqueness of Virginia politics.

Before 1969 when Republican Linwood Holton was elected Governor, Virginia was primarily a one-party state controlled by Democrats. Republicans also won the governorship in 1973 and 1977, but Democrats were elected in 1981, 1985, and 1989. The first African-American governor of Virginia, was a Democrat. Today, Virginia is a two-party state. In national elections the

majority of Virginians vote Republican while gubernatorial elections have been mixed since 1969. Three major factors affect current voting patterns: low organized labor membership, African-American support for the Democratic party, and the state's traditional conservative strength.

A Profile of Colorado

The discussion on Virginia emphasized the fact that social, economic and political processes were affected by norms of Southern politics. In the South, common factors of racial heterogeneity and poverty produced a distinctive approach to political participation and to the provision of services. In his book entitled Regionalism in American Politics, Ira Sharkansky states that "Politics in the West revolves around grass, water, mineral exploitation, and the need to facilitate transportation across still wide-open spaces."²⁶

Located in the western region of the country, Colorado has different traditions, and regional peculiarities from Virginia. The historical development in Colorado, unlike that in Virginia, is not based on a landed aristocracy, but rather on explorers, pioneers, people who were willing to take risks. The early settlers of Colorado and the western states developed a culture different from the rest of the nation in many ways. The impetus of the settlers of Colorado and other western states was to find a better quality of life. For many Colorado inhabitants this has been realized. In recent years the Colorado unemployment rate has been less than that of the rest of the nation and the median

income in Colorado exceeds the national average. Colorado is eighty-four percent urban. Approximately four out of five inhabitants live in one of the state's metropolitan areas.

Many prominent scholars of Southern politics emphasize the southern states obsession with subordination of African-Americans through the political process. However, slavery did not exist in Colorado and large numbers of African-Americans do not reside in Colorado. With some exceptions, Mexican Americans have not participated actively in state and local politics. Native Americans reside on reservations and are not a factor in Colorado politics.

Colorado does not have a history of machine politics and boss rule; consequently its political climate is more conducive to values of nonpartisan, professional competence. According to Alan Rosenthal and Maureen Moakley in their book The Political Life of the American States, political parties, rather than interest groups and other nonparty organizations, dominate the recruitment process for public office.²⁷

Local government in Colorado was greatly influenced by the Progressive Era's Good Government movement and Populism. Colorado's embrace of the Progressive Era resulted in the initiative referendum and recall, passage of a primary election law, and support for various labor related legislation.

Colorado amended its constitution in 1910 to add an initiative and referendum which gave the people the power to propose laws and amendments to the constitution and to enact or reject proposals in a general election. It also provides that

the people may approve or reject at the polls any act, item, section or part of any act passed by the General Assembly. The 1912 amendment also gave voters the power to recall any elective public officer of the state.

In 1902, Colorado amended its constitution to allow any town or city with a population of at least 2,000 to operate under its own adopted charter as a home rule city. Home-rule cities may adopt home-rule charters and ordinances that in some cases can take precedence over state law. The Colorado Constitution, Art. XX, Sec. 6, gives home-rule cities extensive control of municipal matters, including:

1. The creation and terms of municipal officers and agencies.
2. Establishment of police courts and the definition and regulation of their jurisdiction, powers, and duties.
3. Creation of municipal courts and the definition and regulation of their jurisdiction.
4. The conduct of municipal elections.
5. Issuance, refunding and liquidation of all kinds of municipal obligations.
6. Consolidation and management of park and water districts.
7. Assessment of property for municipal taxation.
8. The imposition, enforcement, and collection of fines and penalties.

Home rule is indicative of how Colorado has championed local government autonomy and reform. According to the 1992 Municipal Yearbook, Colorado Municipal League officials monitored 55% of approximately 600 measures introduced in the state legislature last year for home-rule infringements. Colorado has also

endorsed the council-manager form of government with its associated reforms such as the short ballot, non-partisan elections, and elections at-large.

Colorado politics have come to be viewed by many as a harbinger of national trends. Colorado was the fourth state in the nation to approve women's suffrage in 1893. Although Colorado has favored more Republican candidates than Democratic candidates for President, it has elected almost as many Democrats as it has Republicans to Congress. Direct democracy is deeply embedded in Colorado's political traditions (Gomez 1979). The independence of Colorado's electorate has limited the power of its political parties. Unlike Virginia where the Democratic party has dominated state elections, neither Democrats nor Republicans have been able to hold overwhelming or sustained control in the state. Colorado has embraced caution tempered by sufficient flexibility to adapt to changing conditions rather than radical conservatism.

A Profile of Arizona

Arizona shares the western frontier heritage of Colorado and therefore its political and cultural heritage is in many ways similar. According to the 1990 census, more than four-fifths of the people of Arizona live in cities and towns. With a 1990 population of 3,677,985 people, Arizona ranks 24th in population in the nation. Arizona experienced tremendous population growth from 1970-1987, particularly in its major urban areas. It has the third largest Native American population in the nation.

Additionally, it has a large number of people of Mexican ancestry.

Arizona's ethnic minorities have less impact on politics than do African-Americans in Virginia, where racial issues both overt and implicit, continue to permeate local politics. The majority of Native Americans still live on reservations where they do not greatly affect urban politics. Since 1950 the Arizona political climate in cities has shifted towards the Republican party. Like Colorado, Arizona has been relatively unaffected by machine and interest group politics at the local level. For many years, in the fifties and sixties, Democrats controlled Arizona politics, particularly on the local level. However, Republicans have won the support of many voters in Arizona's cities. Barry Goldwater's coattails influenced the shift towards Republicanism and a two-party electorate.

Municipal government in Arizona is very similar to municipal government in Colorado. The Arizona constitution, adopted in 1912, outlines the scope and authority of its municipalities. According to Hall (1989), the Arizona constitution reflects Jacksonian democratic frontier values and, state government still emphasizes democratic control through dispersion of power. Consequently, city managers have greater autonomy in managing their jurisdictions.

According to Hall (1989), there is a natural negative reaction in Arizona to state imposed solutions to local problems. Local governments are interested in continued revenue sharing with the states; they would like the state to continue to manage

and deliver some of the tougher human and social services such as welfare, but they are adamant about the need to retain local control.²⁸ Arizona has clearly placed considerable emphasis on local government reform based on local government self-determination and self-help.

The council-manager form of government is the prevalent form of municipal government in Arizona. Municipalities in Arizona operate under general rule or home-rule. Currently, close to ninety percent of Arizona municipalities operate under general rule. The Arizona constitution allows city status for municipalities with more than 3,500 inhabitants to adopt a home-rule charter. As previously discussed, home-rule charters grant cities more flexibility and more autonomy to determine their own destiny because citizens are given the opportunity to write their own charters. In 1950 the Arizona City Municipal Association (ACMA) was established to support city management and to improve local government. ACMA membership includes city managers, and it provides a forum for maintaining and pursuing municipal reform.

The literature indicates that Arizona's and Colorado's local governments are more independent than Virginia's. The allowance for home-rule by Arizona and Colorado, in contrast to Virginia's adherence to Dillon's Rule, highlights the scope of reform in the two western states compared to in Virginia. Overall, Arizona and Colorado differ from Virginia along three criteria: Arizona and Colorado are more populist and have home rule. Also, as a third factor, Virginia is southern with southern traditions and Arizona and Colorado are western with western traditions.

Economic Factors and Managerial Role Relationships

This section presents economic considerations that could affect managerial performance in Virginia, Colorado, and Arizona. The general literature indicates that sound economic conditions are important factors which underlie how administrators can be expected to perform. For example, managers are more likely to manifest trust and delegate responsibility to the extent that the economic environment and the revenue base is supportive and relatively stable. Correspondingly, economic instability could have a very negative effect on managerial performance. This is because bureaucratic, hierarchical structures are relatively inflexible.

The following tables describe economic conditions in Virginia, Colorado, and Arizona. Data were extracted from the book States In Profile, The State Policy Reference Book 1991 by Brizius and Foster and State Policy Research, Inc.

Table 3-1 State Economic Momentum

Index of State Economic Momentum, March 1992

<u>Rank</u>	<u>State</u>	<u>Index</u>
9	Arizona	1.24
12	Colorado	1.11
36	Virginia	0.08

Source: The State Policy Reference Book 1991. Brizius and Foster

The data in Table 3-1 indicates that Arizona's and Colorado's recent economic performance exceeds the economic performance of Virginia. The ranking of Arizona, Virginia, and Colorado above is relative to all 50 states. The state indexes are based on a national average benchmark set at 0.00%. Other indicators of Arizona, Colorado, and Virginia's recent economic performance are provided in the Table 3-2 and Table 3-3 below:

Table 3-2 Percentage Growth In Personal Income, Third Quarter

1990-1991

<u>Rank</u>	<u>State</u>	<u>Percent</u>
9	Arizona	4.6
10	Colorado	4.5
38	Virginia	2.6

Source: The State Policy Reference Book 1990-1991, Brizius and Foster

Table 3-2 indicates that Arizona's and Colorado's recent personal income growth during the 3rd Quarter 1990-1991 are among the top 10 states. Virginia's rank of 38th indicates that Virginia felt the recession more than Colorado and Arizona.

Percentage change in employment is another pertinent indicator of economic condition. Table 3-3 provides the percentage change in employment for Arizona, Virginia, and Colorado from December 1990 through December 1991.

Table 3-3 Percentage Change in Employment, Dec 1990 -1991

<u>Rank</u>	<u>State</u>	<u>Percent</u>
11	Colorado	1.09
18	Arizona	0.74
34	Virginia	-0.65

Source: The State Policy Reference Book 1991, Brizius and Foster

Table 3-3 indicates that recent job loss in Virginia was greater than Colorado and Arizona. Virginia's overall recent economic condition was shown to be less stable than that of Colorado and Arizona.

Perceptions of State, Local, and Local Council Relations

According to the 1989 ICMA series The Effective Local Government Manager, "Practicing managers find that certain qualities or attributes are particularly important because of the publicness of their jobs such as: humanness, integrity, patience, honesty, credibility, openness, and a thick skin."²⁹ In 1991, the ICMA conducted a national survey of local government managerial perceptions of state, local, and council relations. The findings from the 1991 ICMA survey illustrate local government managers'

perceptions of how state, local, and council relations could affect managerial role relations. This is because:

Local government managers are dependent upon the strength of many relationships in fulfilling their responsibilities to citizens. For example, the state defines local authority and determines the amount of financial and technical assistance that municipalities and counties receive; for managers state-local relations affect their ability to respond to the program and service needs of residents. Also, confronted with so many issues that are not confined to jurisdictional boundaries, local government need to cooperate among themselves to solve problems. Finally, relationships with their councils are crucial in determining managers' effectiveness.³⁰

In the tables that follow, pertinent data concerning state, local, and local council relations were derived from the ICMA national survey for Virginia, Arizona, and Colorado. The first table provides responses from the states' local government managers concerning their perceptions of the level of support that they receive from their councils. The level of support that a city manager receives from council can determine his/her success or failure. The role relationship that a city manager has with his/her assistant city manager could depend to a great extent on the city managers' role relationship with council. A city manager who does not receive the support of council will have a limited tenure.

Table 3-4 lists four different types of managerial council relationships. Each of the different manager council relationships could result in variations of city manager and assistant city manager perceptions of formality in council-manager government. The council's mandate, guidance, and priorities are the baseline from which the city manager's role is

defined. The intent of Childs in his development of the council-manager form of government was to have rules and procedures that generalized manager-council relations. Manager-council relations would determine the extent to which city managers exercise tasks of brokering, negotiating, policy-making, and political activeness. The extent that the city manager participates or does not participate in these activities will affect the performance of the city manager, particularly as an internal manager.

Table 3-4 Manager Council Relationships

		Council	
		Strong	Weak
Manager	Strong	Strong Council Strong Manager	Weak Council Strong Manager
	Weak	Strong Council Weak Manager	Weak Council Weak Manager

Source: 1989 ICMA Series The Effective Local Government Manager

Manager-council relations could affect the clarity in role relationships between city managers and assistant city managers, the amount of internal administrative matters handled by the assistant city manager, the extent to which the assistant city manager is allowed to work with council, and a myriad of other factors.

If the council is perceived to be weak, the city manager may have to spend more time facilitating council effectiveness. This implies a greater need for the assistant city manager to complement the city manager.

According to the 1989 ICMA series, Managers gain strength and develop their own effectiveness in direct proportion to the strength, skill, and policy making ability of their governing body. Managers, then have a responsibility to develop the council and to make elected officials aware of their roles and powers.³¹

The level of support that managers perceive they are receiving from council is clearly an important dynamic in the application of formalist factors such as political neutrality and division of labor. Responses in Table 3-5 indicate that Virginia and Arizona local government managers perceive that they receive greater support from their councils than do Colorado local managers. Arizona had 52% of its responses in the "highly supportive" category; Virginia had 45% of its responses in the "highly supportive" category, and Colorado had 38% of its responses in the "highly supportive" category. Nationally, the mountain division, which included Colorado and Arizona, had the second highest percentage of responses in the "highly supportive" category. The effects of population size on level of support indicate that local governments with populations of 100,000 plus and less than 10,000 perceive a greater level of support than do local governments in the other size categories.

Table 3-5 Level of Support from Council

	No. reporting		Level of Support							
	No.	% (A)	Highly supportive				Moderately supportive			
			No.	% of (A)	No.	% of (A)	No.	% of (A)	No.	% of (A)
No. reporting	94	100	42	45	32	34	13	14	7	7
Population of Local Government										
100,000 & over	21	100	11	52	9	43	3	14	0	0
50,000-99,999	10	100	2	20	7	70	1	10	1	10
25,000-49,999	16	100	8	50	5	30	1	6	2	12
10,000-24,999	17	100	8	47	3	18	4	23	2	12
Less than 10K	29	100	16	55	7	24	3	10	4	1
State										
Virginia	40	100	18	45	12	30	8	20	2	5
Arizona	25	100	13	52	8	32	2	8	2	8
Colorado	29	100	11	38	12	41	3	10	3	10

Source: 1991 ICMA Baseline Data Report "State, Local, and Council Relations: Managers' Perceptions"

Managers' perception of council effectiveness as a decision-making body is another variable that could affect performance such as political neutrality, division of labor and delegation. According to the 1991 ICMA survey, "An extremely divisive or noncollegial council can be a constant source of frustration for even the most facilitative manager."³² A city manager's frustration due to perceived council ineffectiveness in decision-making could strain his relationship with his assistant. The city manager and the assistant manager may endure greater stress as they attempt to compensate for the council's ineffectiveness. Table 3-5 provides Virginia, Colorado, and Arizona managers' perception of the effectiveness of their councils as decision-making bodies.

Table 3-6 Managers' Perceptions of Council Decision-making

	No. reporting		Level of Support							
	No.	% (A)	Highly supportive				Moderately supportive			
			No.	% of (A)	No.	% of (A)	No.	% of (A)	No.	% of (A)
No. reporting	95	100	12	13	37	39	27	28	10	10
Population of Local Government										
100,000 & over	21	100	4	19	9	43	4	19	3	14
50,000-99,999	10	100	0	0	4	40	2	50	3	30
25,000-49,999	16	100	2	12	5	31	7	44	12	0
10,000-24,999	17	100	2	12	7	41	6	35	4	24
Less than 10K	31	100	4	13	12	39	10	32	3	10
State										
Virginia	40	100	5	12	17	42	5	12	2	5
Arizona	25	100	4	16	8	32	3	12	1	4
Colorado	30	100	3	10	12	40	7	23	1	3

Source: 1991 ICMA Baseline Data Report "State, Local, and Council Relations: Managers' Perceptions"

Surprisingly, there is not much difference among Virginia, Colorado, and Arizona managers' perception of council effectiveness. Twelve percent of Virginia managers, 16% of Arizona managers, and 10% of Colorado managers perceived their councils as highly effective. The effect of population differences on perception of effectiveness also appears to be minimal.

Another critical factor that could affect perceptions of application of formal principles of administration is state and local government relations. Through their constitutions and through a myriad of statutes, states establish the parameters by which local governments function. As mentioned previously,

Virginia's constitution and political traditions place significant limitations on local government operations compared to Arizona and Colorado. Limitations on discretionary authority could increase perceptions of formalism. Conversely, a state such as Virginia that emphasizes state government involvement in local government may provide greater support to local managers. This would enhance perceptions of formalism at the local level. Table 3-7 presents Arizona, Virginia, and Colorado city managers' perceptions of their local government relationship with state government. Forty percent of Virginia managers perceive a highly supportive relationship with state government. Colorado and Arizona managers, respectively, perceive 25% and 30% highly supportive relationship with their local governments. These results are consistent with current literature on state and local relations in Virginia, Arizona, and Colorado. Arizona and Colorado are home-rule states. The rationale of home-rule is that it prescribes a limited role for state government in local governmental affairs.

Table 3-7 Relationship with State Government

	No. reporting			Level of Support						
	No.	% (A)	of	Highly supportive			Moderately supportive			
No. reporting	95	100	10	10	12	13	40	42	10	12
Population of Local Government										
100,000 & over	21	100	3	14	11	52	10	48	5	24
50,000-99,999	10	100	1	10	4	40	4	40	3	30
25,000-49,999	16	100	3	19	5	31	10	62	0	0
10,000-24,999	17	100	1	6	4	23	11	65	0	0
Less than 10K	31	100	2	64	3	10	20	64	3	10
State										
Virginia	25	100	1	4	2	8	17	68	5	20
Arizona	40	100	2	5	8	20	22	55	8	20
Colorado	30	100	1	3	9	30	15	50	5	16

Source: 1991 ICMA Baseline Data Report "State, Local, and Council Relations: Managers' Perceptions"

Synopsis of Environmental Factors in Relation to the Application of Formal Principles

A synopsis of environmental factors addressed in this chapter comparing Arizona, Colorado, and Virginia follows:

- + Environmental factors that support the application of formalism**
- Environmental factors that fail to support the application of formalism**

1. Level of Reform: Reflects the impact of the Progressive Movement emphasis on nonpartisan political criteria. The development and implementation of council manager governments.

- + Strong Reform Traditions**
- Weak Reform Traditions**

2. Historical Development and Political Culture:

Consideration of differences between the three states concerning frontier heritage versus southern plantation heritage. Western frontier heritage reflects Jacksonian frontier values and negative reaction to state imposed solutions to local problems. The western political environment is based on explorers, pioneers, people who were willing to take risk; impetus of settlers was to find a better way of life; independence of electorate has limited the power of its political parties through referendum and recall. Southern plantation heritage reflects issues of racial divisiveness and the current manifestation of interest group politics.

- + Historical record of cultural consensus**
- Historical record of cultural divisiveness**

3. Recent Economic Performance:

Consideration of differences between the three states by comparing rankings in the 1992 Index of State Economic Momentum, Percentage Growth in Personal Income, and Percentage Change in Employment

- + Strong economic performance**
- Weak economic performance**

4. Perception of Council Support:

Considers how managers perceive council support comparing the three states.

- + High degree of council support**
- Low degree of council support**

5. Perception of State Government Support:

Considers how managers perceive state government support comparing the three states.

- + High degree of support
- Low degree of support

6. Local Politics, Parties and Interest Groups:

Consideration of the role of political parties and interest groups comparing local politics of the three states.

- + Low degree of partisan interest group involvement
- High degree of partisan interest group involvement

7. Demographics:

Consideration of differences in demographics and ethnicity in comparing the three states.

- + Low degree of racial, ethnic diversity
 - High degree of racial, ethnic diversity
-

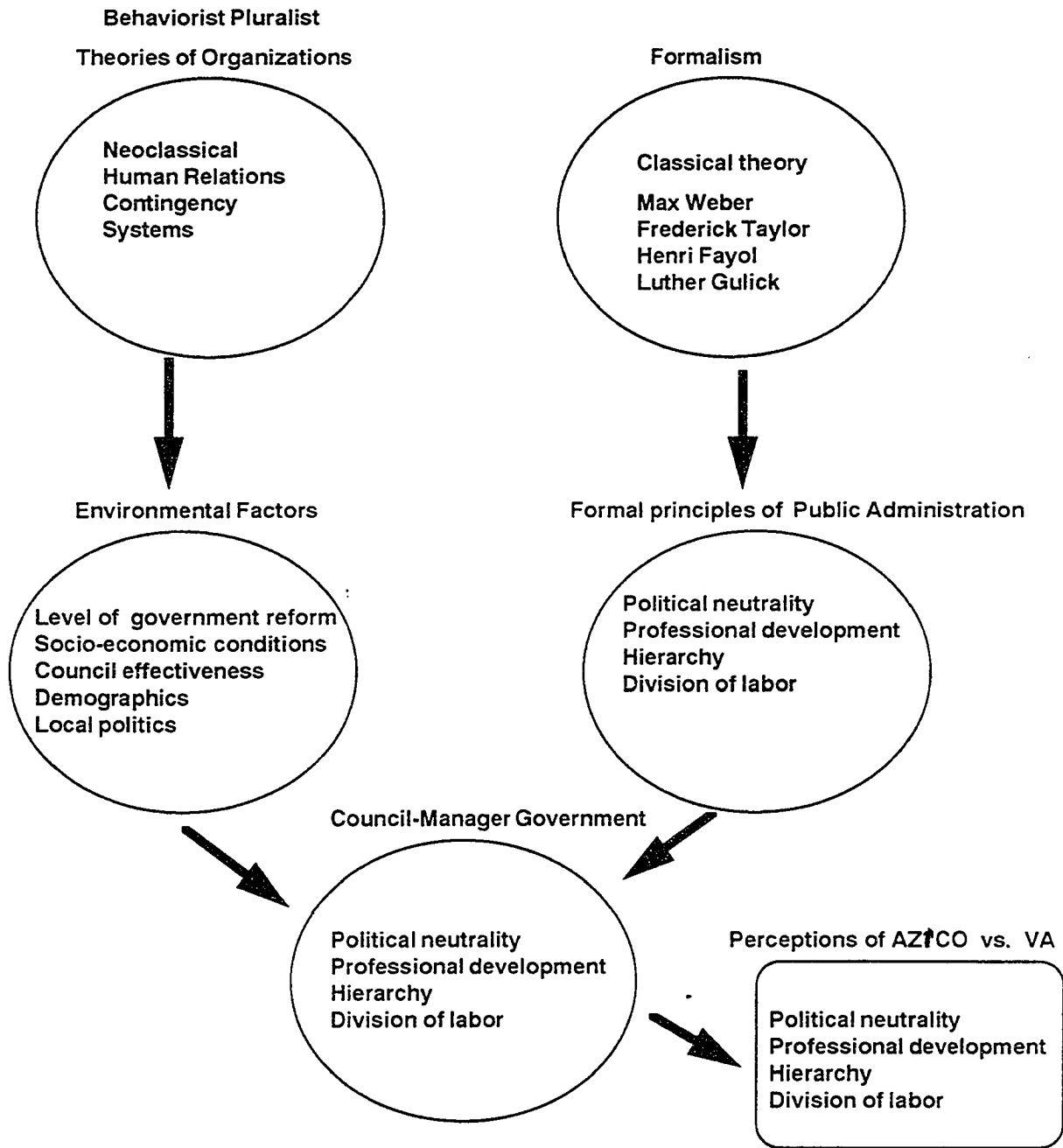
The effect of these environmental factors are discussed in interpreting the findings of this study.

Chapter 4 Research Design and Methodology

The present study uses a comparative approach to test the application of formal principles of public administration as perceived by city managers and assistant city managers. Data were generated from a survey of city managers and assistant city managers in Virginia and used to compare findings with such officials in Arizona and Colorado from a study by Vanacour. A basic interest is to assess environmental effects by examining differences and similarities among such actors who function in different socio-political environments.

The research design and methodology of this study is based on the conceptual model below: (Figure 4-1). The model portrays the tension between environmental forces and the application of formal principles of public administration. The concept is that formal principles of administration would isolate managers from the effects of environmental variables in the performance of their duty. Therefore, perceptions of Arizona, Colorado, and Virginia city managers and assistant city managers should be consistent as a result of select formal aspects of council manager government such as: political neutrality, professional development, hierarchy and division of labor.

Figure 4-1 Conceptual Model of Research



Research Questions and Hypotheses

The literature review gives evidence of tension between the formalist approach in public administration which specifies universal principles of professional performance, and the behavioral-pluralist approach which stresses the tendency for professional performance to adapt to socio-political conditions. This study seeks to examine the nature of this tension in the field of city management by posing the following hypothesis:

RESEARCH HYPOTHESIS: Despite the influence of the contemporary theories that have emphasized the adaptive nature of administration to the socio-political environment, formalist ideas of public administration tend to persist in the application of management practices as perceived by city managers and assistant city managers irrespective of the socio-political environment.

RATIONALE OF RESEARCH HYPOTHESIS: The purpose is to determine the extent to which formal principles of public administration and concepts of professionalism inherent in the council-manager form of government result in consistency as perceived by city managers and assistant city managers who function in different socio-political environments. The four areas considered are political neutrality, professional development, the concept of organizational hierarchy, and the division of labor. This leads to the following four research questions.

RESEARCH QUESTIONS AND OPERATIONAL CRITERIA:

RESEARCH QUESTION 1. To what extent do environmental factors affect the perceived non-partisan political neutrality predicted by formalist theory for city managers and assistant city managers in Arizona, Colorado, and Virginia?

OPERATIONAL CRITERIA:

- a. Consistency in the perceived role of city managers and assistant city managers in dealing externally with the city council and the community.
- b. Consistency in the perception of managers on non-partisan political neutral criteria such as competence, integrity, dependability.
- c. Consistency in the perception that the assistant city manager acts as political insulator/buffer for the city manager.

RESEARCH QUESTION 2. Considering the effects of environmental factors, to what extent is there similarity in perceptions having to do with professional development and career patterns comparing managers in Arizona, Colorado, and Virginia?

OPERATIONAL CRITERIA:

- a. Consistency in the effects of city size on perceptions of the importance of mentoring for career development of the assistant city manager .
- b. Consistency in the selection of career patterns of city managers and assistant city .
- c. Consistency in the perceptions of constraints on advancement comparing city managers and assistant city managers.

RESEARCH QUESTION 3. Consistency in the effects of environmental factors on views of hierarchy in organizations as perceived by city managers and assistant city managers comparing Arizona, Colorado, and Virginia?

OPERATIONAL CRITERIA:

- a. Consistency in the degree of perceived formalization in city manager and assistant city manager relations.
- b. Consistency in perceived relationships in the arrangements of superior and subordinate lines of authority, power, and communication in an organization.

RESEARCH QUESTION 4. Considering the effects of environmental factors, to what extent does city size affects division of labor and delegation of authority as perceived by Arizona, Colorado, and Virginia city managers and assistant city managers?

OPERATIONAL CRITERIA:

- a. Consistency in the effects of city size on perceptions of how assistant city managers handle the internal administration of the city.
- b. Consistency of the effects city size on how the assistant city manager interprets the city manager's view to the staff, and brings staff views to the city manager.
- c. Consistency in the effects of city size on perception of how assistant city managers manage internal administrative matters.

Population and Research Samples

A description of the population samples comparing the three states follows. Considerations of possible confounding effects of differences in population characteristics between the three states are addressed in the final analysis of research findings.

Table 4-2 Size Characteristics of Respondent Municipalities

<u>City Size</u>	<u>VA</u>		<u>AZ/CO</u>	
	n	%	n	%
Population range				
Less than 10 thousand	35	40	50	40
Up to 50 thousand	39	44	37	30
Greater than 50 thousand	14	16	38	30
Total	88		125	

Table 4-2 indicates that Arizona and Colorado proportion of cities with populations of greater than fifty thousand was 1.8 times that of Virginia cities with populations over fifty thousand. Virginia's population sample has a greater percentage (44% versus 30%) of midsize cities (10K to 50K).

Table 4-3 Respondent's Job Titles

<u>Title</u>	<u>VA</u>	<u>%</u>	<u>AZ/CO</u>	<u>%</u>
CM	52	59	89	71
ACM	36	41	36	29
	88		125	

Table 4-3 indicates that there is a proportional disparity of city manager and assistant city manager respondents comparing the three states. Because the AZ/CO sample is comprised

predominately of city managers (71%) the Virginia sample is more balanced with (59%) city managers, this disparity in the composition of samples could confound inferences about the impacts of environmental differences. This confounding effect is controlled by comparing city managers and assistant city managers respondents separately where necessary.

Table 4-4 Sex of Respondents

	VA	%	AZ/CO	%
Male	77	87	111	89
Female	11	13	14	11

Table 4-4 indicates that there is no potential of gender confounding comparisons as the percentage of female respondents are essentially equal (13% versus 11%). At the time of this study minorities represented less than one percent of city managers.³³ The questionnaire did not request information on race of respondents.

Table 4-5

Respondent's Educational Level

Highest Degree Obtained	AZ/CO		VA	
	N	%	N	%
Doctorate	2	1.7	0	0
Masters Degree	84	69.4	51	60
Bachelors Degree	39	24.8	24	27.2
Associate Degree	5	4.1	2	0.2
High School	0	0	5	5.7
Missing answer	4		6	6.8

The Survey Instrument

The questionnaire consisted of 34 questions: 15 to be answered on a five point importance or agreement scale, 9 were answered in rank order, 9 concerned demographics, and 1 additional space for any other comments.³⁴ The questionnaire was designed by Vanacour for his 1991 study of city managers and assistant city managers in Arizona and Colorado. In preparing the items that formed the measurement instrument, an important initial step was the qualitative pretesting of the wording and meaning of items. This was accomplished by having professional colleagues examine each item for obvious ambiguities, errors, and to provide general comments based on their experience.³⁵ Vanacour granted permission to use his exact questionnaire to facilitate the comparative basis of this current study.

To create a Virginia comparison for Vanacour's findings in Arizona and Colorado, a listing of addresses for Virginia managers was obtained from the ICMA 1992 Year Book. The questionnaire was mailed to all in Virginia. Ninety-seven percent of Virginia managers and assistant city managers responded to the survey without a follow-up request. Many expressed a strong professional interest in the issues addressed by the survey by writing letters or personal notes upon the return of the survey.

Explanation of Analysis Procedures

Statistical tests are appropriate only when data are generated by probability sampling procedures. T-tests have meaning only with random samples of a population. Use here and throughout this analysis is more informal. Tests of significance such as t-test and Chi-squares used in this study can be employed where the data base has been generated by nonprobability sampling procedures. These statistical tests are appropriate when the purpose is to try to explain a relationship in addition to describing it (Welch and Comer).³⁶ Use of tests of significance in this study are used as a screening mechanism to point to differences between the three states. Evaluations of the consistency of the responses of Virginia managers with the responses reported by Arizona and Colorado managers were based on the criterion of statistical significance using t-test and chi-square analysis. This use of statistical significance poses two concerns that need to be addressed. First, the t-test presumes interval data, but they will be used on ranking data in some cases in this study. This again allows the determination of the biggest difference between the three states on responses to research questions. Secondly, since ranking data is used in responses to many of the research questions the interpretation of means must be viewed based ranking criteria for that specific response. For example most of the survey questions requested that respondents indicate agreement/disagreement with statements/questions on the following scale: strongly agree-1, agree-2, neutral-3, disagree-4, and strongly disagree-5. In

questions that use this scale a lower mean would indicate stronger agreement versus a higher mean. Periodically where appropriate, the reader will be reminded of this. Also refer to the questionnaire survey in the appendix as necessary.

Finally, there is some danger in interpreting the failure to reach statistical significance comparing the three states as proof that there are no differences. Rather than indicate no differences, lack of statistical significance will be understood as evidence that differences are not substantial.

Chapter 5 Analysis of Research Findings

As discussed in Chapter III, the basic goal of this study is to investigate the degree to which the professional performance code, promoted by the ICMA, and the application of formal principles of public administration effect the perceptions of city managers and assistant city managers in Arizona, Colorado, and Virginia, considering that the three states have quite different historical, socioeconomic and political backgrounds. To the extent that there is consistency among the respondents, from Arizona and Colorado compared to Virginia respondents, the formalist position will be viewed as at least as valid as the behaviorist-pluralist position that emphasis the importance of environmental factors.

The findings of this study are summarized under four major themes: **(1) Attributes of Non-partisan Neutrality in Assistant City Manager and City Manager Relations, (2) Career Relationships and Patterns of Assistant City Manager, (3) Perceptions of Hierarchy, and (4) Perceptions of Delegation.** The basic approach is to discern similarities in the perceptions of Arizona, Colorado, and Virginia assistant city managers and city manager perceptions of the formal application of public administration principles despite regional differences in such matters as level of governmental reform, socioeconomic and political conditions, perceptions of state and local government support, and manager-council relations.

Attributes of Non-partisan Neutrality in the Assistant City Manager and City Manager Relations

Belief in the importance of non-partisan neutrality was a major impetus in the development of the council-manager government. **Research Question 1** asked, "To what extent do perceived managerial relations reflect non-partisan political neutrality of Arizona, Colorado, and Virginia?"

OPERATIONAL CRITERIA:

a. Consistency in the perception (as reflected by responses to survey question 19) of managers on non-partisan political neutral criteria such as competence, integrity, dependability, as being consistent across Arizona, Colorado, and Virginia assistant city managers and city managers.

b. Consistency in the perceptions that the assistant city manager acts as political insulator/buffer for the city manager comparing managers in Arizona, Colorado, and Virginia (response to survey question 4).

An operational criterion of perceptions of non-partisan neutrality was the extent that city managers and assistant city managers in Arizona, Colorado, and Virginia would be consistent in their emphasis of non-partisan qualities such as competence, integrity, dependability, and trust. The priority placed on non-partisan qualities were obtained from responses to Survey Question 19. "Please rank the qualities below (determination, intelligence, helpfulness, fairness, cooperation, imagination, managerial ability, dependability, integrity, and competence) in

the order of greatest desirability for a good ACM (1=most desirable,10=least desirable). Arizona, Virginia, and Colorado city managers and assistant city managers listed competence, integrity, and dependability as the most desired qualities they admired most in subordinates.

Table 5-1 that follows provides a comparative summary of Arizona and Colorado responses on question 19 compared to the current study of Virginia managers. The consistency in the selection of qualities most admired in subordinates by managers from all three states is supported by the literature as basic to non-partisan managerial role relationships. The statistical summary of the means for competence, integrity, and dependability from Virginia respondents compared to respondents from the Arizona and Colorado follows:

Table 5-1

Data for Competence, Integrity, and Dependability (CM&ACM)

	<u>AZ/CO</u>	<u>VA</u>	<u>AZ/CO</u>	<u>VA</u>	<u>AZ/CO</u>	<u>VA</u>		
	N1	N2	MEAN1	MEAN2	SD1	SD2	T-stat	PROB.
Integrity	119	92	2.47	2.54	1.86	1.92	0.293	0.77
Competence	119	88	3.62	3.14	2.36	2.39	0.99	0.34
Dependability	119	90	3.96	3.53	2.18	2.30	1.34	0.18

Note: data with 1 from Co. and Az. Data with 2 from Va.

The T-test $P > .05$ indicates that there is no discernible difference between respondents from Arizona and Colorado city managers' and assistant city managers' rankings of qualities of

greatest desirability for a good assistant city manager compared to respondents from Virginia. The comparison for dependability, however does approach significance which suggest a greater emphasis by Virginia managers on this attribute. In order to rule out the potential for bias based on Virginia having a greater percentage of assistant city managers than Colorado and Arizona, Table 5-2 provides separate perceptions of city managers and assistant city managers in Arizona and Colorado and Table 5-3 compares separate perceptions assistant city managers and city managers in 'Virginia of qualities of greatest desirability for a good assistant city manager.

Table 5-2

Data for Competence, Integrity, and Dependability (AZ/CO)

Factor	Competence			Integrity			Dependability		
	n	mean	sd	n	mean	sd	n	mean	sd
CM	83	3.74	2.19	83	2.47	1.81	83	3.86	2.35
ACM	36	3.33	2.16	36	2.44	1.99	36	4.19	2.40
	t = .95			t = .10			t = .69		

Table 5-3

Data for Competence, Integrity, and Dependability (VA)

Factor	competence			Integrity			Dependability		
	n	mean	sd	n	mean	sd	n	mean	sd
CM	50	3.22	5.67	50	2.50	5.11	51	3.84	6.57
ACM	38	3.03	4.46	33	2.42	3.19	37	3.11	3.38
	t = .22			t = .08			t = .68		

The data in Tables 5-2 and 5-3, indicate that there were no significant differences between city manager and assistant city managers perceptions of qualities of greatest desirability for a good assistant city manager. The overall literature supports the selection of integrity, competence, and dependability as the qualities most desired in assistant city managers. This selection of integrity, competence, and dependability is consistent with the application of formal public administrative principles to achieve efficiency and responsiveness.

In summary, the findings to Research Question 1 indicate consistency in the perception of non-partisan political neutrality by Arizona, Colorado, and Virginia city managers and assistant city managers. Non-partisan political neutrality was an important construct of classical formalist theory and council-manager government.

Career Relationships and Patterns of Assistant City Managers

Career relationships and patterns of assistant city managers are addressed by **Research Question 2: Considering the effects of environmental factors, to what extent is there similarity in perceptions having to do with professional development and career patterns comparing managers in Arizona, Colorado, and Virginia?**

OPERATIONAL CRITERIA:

- a. Consistency in the perception (as reflected in responses to survey question 13) of the importance of mentoring to the career development of the Assistant City Manager comparing Arizona, Colorado, and Virginia managers.
- b. Consistency in the selection of career patterns(as reflected in responses to survey question 22) by Arizona, Virginia, and Colorado managers.
- c. Consistency in the perceptions of constraints on advancement (as reflected in responses to survey question 23) comparing Arizona, Colorado, and Virginia managers.

This research indicates that mentoring is perceived by respondents of this research as an important role of a city manager. Ninety two percent of Virginia city managers and seventy four percent of Virginia assistant city managers strongly agreed or agreed with survey question 13, "Mentoring is very important to the career development of an ACM." The majority of Arizona and Colorado respondents (eighty percent) also perceived mentoring as important. Tables 5-4 and 5-5 provide means concerning the importance of mentoring.

Table 5-4

Mean and Standard Deviation for Importance of Mentoring by City Managers and Assistant City Managers In Arizona and Colorado

<u>Type of Position</u>	<u>N</u>	<u>Mean</u>	<u>Sd</u>
City Manager	89	1.78	.74
Assistant City Manager	36	2.25	.96
Total	125		

t = 2.88, d.f. = 123, p<.05

Source: Martin Vanacour's 1991 dissertation, " An Examination of Role Relationships Between Assistant City Managers and City Managers "

Table 5-5

Mean and Standard Deviation for Importance of Mentoring by City Managers and Assistant City Managers in Virginia

<u>Type of Position</u>	<u>N</u>	<u>Mean</u>	<u>Sd</u>
City Manager	51	1.74	.59
Assistant City Manager	39	2.05	.79
Total	90		

t = 2.01, d.f. = 88, p<.05

There is a difference (P<.05) in means of city managers and assistant city managers on the importance of mentoring in Virginia, and Arizona and Colorado. The means relate to selection of "strongly agree -1", "agree-2", "neutral-3", "disagree-4" or "strongly disagree-5." Differences in the

perception of the importance of mentoring comparing city managers and assistant city managers is understandable. City managers have benefited from and have experienced the effects of mentoring to a greater degree than have assistant city managers.

However, there were no differences in means of city managers in Arizona and Colorado compared to Virginia city managers on the importance of mentoring ($t = .30$, $p = .76$). This was also true in comparing perceptions of assistant city managers in Arizona and Colorado compared to assistant city managers in Virginia on the importance of mentoring ($t = .97$, $p = .35$). The career choice of the majority of assistant city managers to become city managers implies a mentorship role by city managers. The assistant city manager position is still the ultimate apprenticeship to becoming a city manager. The importance of mentorship in the city management profession is consistent with its importance in business and the military. The literature indicates that many of those whom have reached the pinnacle of their profession acknowledge the importance of mentorship in getting them there. Mentoring is consistent with the formalist concept of setting organizational standards and performance parameters of managerial behavior. The implications indicate that mentoring is a rational means to inculcate organizational norms and culture. Also, mentoring is important to career development managers compared to city managers.

Survey Question 22 asked city managers and assistant city managers their preference of career patterns. Table 5-6 provides Arizona, Colorado, and Virginia city managers and assistant city

managers responses to this question. The format of the question asked respondents to select one of the career patterns listed below.

Table 5-6

Career Pattern Chosen	(N=124)AZ/CO		(N=80) VA	
Title	n	%	n	%
Career Assistant	14	11.3	14	17.5
Assistant Moving Towards CM	16	12.9	21	26
Two-way Mobile Manager	48	38.7	9	11.2
City Managers Only	46	37.1	36	45

Source AZ/CO data: Martin Vanacour 1991 Dissertation "An Examination of Role Relationships Between Assistant City Managers and City Managers"

Note: N=124 includes combined city manager and ACM responses.

The data presented in Table 5-6 above are not confounded by differences in the proportion of city managers and assistant city managers comparing the three states except in the two way mobile category (current manager who believes in the viability of moving "down" as well as "up" in an organization in order to grow professionally). This is because selection of "career assistant" and "assistant moving towards city managers" were applicable to assistant city managers only. Also survey question 22 allowed only current city managers to select "city managers only" as a preference. In Table 5-6 twenty-six percent of Virginia city managers selected "assistant moving toward city manager" compared to eleven percent of Arizona and Colorado assistant city

managers. Thirty eight percent of Arizona and Colorado city managers and assistant city managers selected "two-way mobile manager" as their career choice compared to eleven percent of Virginia managers. The Chi-square in Table 5-7 provides a cross tabulation of Virginia managers' preference of career patterns versus Arizona and Colorado managers' preference of career patterns.

Table 5-7 Selection of Career Patterns In Virginia, Arizona, and Colorado

Career Pattern	AZ/Co	VA	Row Total
Career Assistant	14	14	(28)
Row %	50	50	(13.7%)
Col %	11.3	17.5	
Total %	6.9	6.9	
<hr/>			
ACM	16	21	(37)
Row %	43.5	56.8	(18.1%)
Col %	12.9	26.3	
Total %	7.8	10.3	
<hr/>			
Two Way Mobile	48	9	(57)
Row %	84.2	15.8	(27.9%)
Col %	38.7	11.3	
Total %	23.5	4.4	
<hr/>			
City Manager	46	36	(82)
Row %	56.1	43.9	(40.2%)
Col %	37.1	45.0	
Total %	22.5	17.6	
<hr/>			
Column Total	124	80	204
	60.8%	39.2%	100%
<hr/>			
Chi-Square	D.F.	Significance	
20.02	3	.0002	

The cross tabulation above indicates that state and career patterns are statistically significant. There is a difference in the preferred career patterns of Arizona and Colorado city managers and assistant city managers compared to Virginia city managers and assistant managers' preference for the traditional career pattern, and reflects that state's tendency to keep one foot in the past.

Table 5-8 accounts for differences in proportions of city managers and city managers on their selection of "two-way mobile" selection comparing the three states by providing separate city manager and assistant city manager selection of two-way mobile manager, comparing the three states. A greater percentage of

Arizona and Colorado city managers and assistant city managers selected two-way mobile manager compared to Virginia city managers and assistant city managers. The data in Table 5-8 indicates that there is a statistical differences $p < .05$ comparing the three states on selection of "two way mobile manager career pattern".

Table 5-8 Selection of Two-way mobile Manager Career Pattern

<u>Title</u>	<u>AZ/CO</u>		<u>VA</u>	
	<u>n</u>	<u>%</u>	<u>n</u>	<u>%</u>
CM	40	45	8	16
ACM	8	23	2	5

Source AZ/CO data Vanacour 1990 dissertation

The literature review indicates that the two-way mobile manager is an important emerging trend in the city management profession. Although the majority of Virginia assistant city managers are not moving away from the typical career progression from assistant city manager to city manager, the career assistant is an emerging career choice of increasing significance.

Twenty-six percent of Virginia assistant managers selected the typical career progression of "assistant city manager moving towards city manager." Just over twelve percent of Arizona and Colorado assistant city managers selected the traditional career progression option of "assistant moving towards city manager." Differences in preference of career patterns comparing managers in Arizona, Colorado, and Virginia reflect the effect of differences in environmental factors of norms and traditions and historical development of the three states such as, Virginia's

adherence to tradition and tendency to resist change. Now that the examination of career patterns is complete, we examine findings to the question: "What are the constraints that city managers and assistant city managers feel hinder their advancement in their careers?" Max Weber viewed office-holding as a career that is normally protected from arbitrary dismissal, and the structure would provide for advancement within the hierarchy.

Survey Question 23 requested that respondents rank constraints on career advancement opportunities, listed below. **Table 5-9 Responses to "What are the constraints that city managers and assistant city managers feel hinder their advancement in their careers?"**

Constraint	AZ/CO		VA	
	Rank	%	Rank	%
Economics of Relocating	1	63.7	1	49.0
Family Mobility	2	62.2	3	40.0
Job Satisfaction	3	55.6	2	45.0
Two Career Couple	4	50.8	4	33.0
Amenities of Community	5	47.6	5	31.0

Note: % is number reporting constraint not % ranked 1.

Virginia managers selected "economics of relocating" as the number one constraint on their career advancement. This finding implies that economic incentives are important in the decision by city managers and assistant city managers to relocate. Arizona and Colorado managers also selected "economics of relocating"

(63.7%) as the primary constraint on their career advancement. Selection of "economics of relocating" as the primary constraint on career advancement is understandable in light of the recession during the conduct of both studies. Since the recession was greater in Virginia than Arizona and Colorado, it was expected that higher percentage of Virginia managers would select "economics of relocating" compared to Arizona and Colorado managers. The second major constraint selected by Virginia managers was "job satisfaction." Arizona and Colorado managers selected "family mobility" as the second major constraint on their career advancement.

Selection of job satisfaction is consistent with conventional management recognition that job satisfaction is a strong rival to economic incentives towards employee retention. The role relationship that the city manager has with his assistant city manager directly affects the assistant's job satisfaction. The selection of "two career" reflects the emerging dilemma faced by dual career spouses. The two career couple dilemma will force assistant city managers aspiring to be city managers to weigh heavily career enhancing relocations that negatively affect their spouse's careers. The choice may be to remain an assistant city manager indefinitely to keep from relocating, or to leave the profession altogether. It should be noted here that 33% of Virginia managers selected the two career couple constraint compared to 50% of Arizona managers. This again reflects Virginia's adherence to tradition.

In sum, this research captures some of the major constraints on mobility within the city management profession. These constraints provide an explanation for some emerging trends in career patterns in the city management profession. As already noted, increasing numbers of assistant city managers are opting to become career assistants. In viewing contemporary trends of career patterns in the city management profession, it is important to understand how constraints on mobility influence these trends.

ORGANIZATIONAL HIERARCHY

Research Question 3, "To what extent is the concept of hierarchy in organizations emphasized as perceived by city managers and assistant city managers comparing perceptions of Arizona, Colorado, and Virginia?" examines the application of the formal public administration principle of hierarchy based on the criteria below:

OPERATIONAL CRITERIA:

- a. Consistency of perceptions and degree of formalization (as reflected in responses to survey question 21) in city manager and assistant city manager relations.
- b. Perceived relationships in the arrangements of superior and subordinate lines of authority, power, and communication in an organization.

Consistency of perceptions and degree of formalization reflect the extent that practices that determine the assistant city manager and city manager relationship are the same in Virginia, Arizona, and Colorado, regardless of differences in

socioeconomic conditions, level of governmental reform, politics, perceptions of local and state government support, and council relations. This criterion was addressed by Survey Question 21: "Please rank in order what practices are most important in determining the role relationship between CMs and ACMs (job description, discussion with each other, just assumed over time, trial and error, the city manager took the lead in establishing expectations). Table 5-10 lists how respondents (combined city manager and assistant city managers) from Virginia, Arizona and Colorado ranked the five practices (1= most important; 6=least important).

Table 5-10

Means and Standard Deviation of Ranks of Each Practice Most Important in Determining the Role Relationship Between City Managers and Assistant City Managers

<u>Practices</u>	<u>Arizona/Colorado</u>			<u>Virginia</u>		
	<u>Mean</u>	<u>SD</u>	<u>#times Rank1</u>	<u>Mean</u>	<u>SD</u>	<u>#times Rank1</u>
Job Description	3.73	1.26	15	3.44	1.49	8
Discussion	1.62	.76	62	1.53	0.81	54
Just Assumed Over Time	3.94	1.13	4	3.87	1.36	7
Trial and Error	3.58	.95	2	3.8	1.23	0
City Manager Lead	2.08	1.17	48	2.43	1.30	45

Source: Vanacour's 1991 Dissertation " An Examination of Role Relationships Between Assistant City Managers and City Managers"
 Note: Rank = number of times practice listed first.

The two most important practices in determining the role relationship between city managers and assistant city managers in Virginia, Arizona, and Colorado were "the city manager took the lead" and "discussion with each other." Virginia, Arizona and Colorado managers selected "discussion with each other" and "the city manager took lead," respectively, as the two most important practices in determining the role relationship between city managers and assistant city managers.

It is appropriate for managers to take the lead and set the parameters of the role expectations of their assistants through discussion. At the base of formal principles of administration were clearly defined rules, laws, and principles. The best way for a city manager to define rules, laws, and principles to his assistant city manager other than job description is to take the lead and discuss goals, expectations, and overall goals with his/her assistant. Performance and results oriented management is predicated on setting goals, assigning responsibilities, and delegating effectively. The city manager must strive to reduce role ambiguity. Role ambiguity is one of the primary contributors to dysfunctional managerial relationships.

The publicness, hierarchical structure, and political nature of city management requires that the role relationship between the city manager and the assistant city manager be explicitly defined.

T-tests were conducted on the mean ranks of responses from city managers and assistant city managers from Arizona, Colorado, and Virginia to determine if there were significant differences

between mean ranks of practices most important in determining the role relationship between city managers and assistant city managers. The results are shown in Table 5-11 that follows:

Table 5-11 Means of Practices Most Important In Determining Managerial Role Relationships

	<u>N1</u>	<u>N2</u>	<u>Mean1</u>	<u>Mean2</u>	<u>SD1</u>	<u>SD2</u>	<u>t-test</u>	<u>prob</u>
Job Descrip	119	88	3.73	3.44	1.26	1.49	-1.46	0.15
Discussion	119	88	1.62	1.53	0.76	0.81	-0.77	0.45
Over Time	119	84	3.94	3.95	1.13	1.36	-0.45	0.65
Trail & Error	119	85	3.58	3.8	0.95	1.23	1.37	0.17
Cm Take Lead	119	89	2.08	2.43	1.17	1.30	2.04	0.04

Note: stats with 1 = AZ & CO; stats with 2 = VA

The t-test indicates that there was a significant difference in the mean of Arizona, Colorado, and Virginia city managers, and assistant city managers perception of one of five practices most important in determining the role relationship between city managers and assistant city managers. Virginia managers perceived that it was more important that the city manager take the lead than Arizona and Colorado managers.

To broaden the comparison, Table 5-12 below compares means of perceptions of Virginia assistant managers versus Colorado and Arizona assistant city managers and Virginia city managers versus Colorado and Arizona managers on perception of the importance that the city manager take the lead.

Table 5-12 Means of Important that the City Manager Take the Lead

	<u>N1</u>	<u>N2</u>	<u>Mean1</u>	<u>Mean2</u>	<u>SD1</u>	<u>SD2</u>	<u>t-test</u>	<u>prob</u>
City Manager	83	51	1.19	2.29	1.05	1.41	4.83	p<.05
ACM	36	39	2.47	2.56	1.36	2.03	0.24	p>.05

Note: stats with 1 = AZ & CO; stats with 2 = VA

The data in the Table 5-12 above indicate that Arizona and Colorado city managers perceive that it is more important that the city manager take the lead in determining the assistant city managers role compared to Virginia city managers. The difference in the perception of assistant city managers on the importance of the city manager taking the lead was not significant in comparing the three states.

The analysis of the perception of practices most important just comparing Virginia assistant managers to Virginia city managers found no significant differences. Vanacour found Arizona and Colorado city managers and assistant city managers perception of practice more important was different for "just assumed over time" and "city manager took lead". Therefore, the null hypothesis that practices that determine the assistant city manager and city manager relationship are the same in Virginia, Arizona, and Colorado regardless of differences in socio-economic conditions, level of governmental reform, politics, perceptions of local and state government support, and council relations is rejected for city managers only.

DIVISION OF LABOR AND DELEGATION OF AUTHORITY

Research Question 4 addresses the formal application of public administration principles of division of labor and delegation authority by asking, **To what extent does city size affect division of labor and delegation of authority as perceived by Arizona, Colorado, and Virginia city managers and assistant city managers?"**

OPERATIONAL CRITERIA:

- a. Consistency in responses to survey questions 1 that city size has on perception of the extent that assistant city managers handle the internal and external administration of the city.
- b. Consistency in response to survey question 4 that city size has on the perception that the assistant city manager acts as insulator/buffer for the city manager to answer citizen complaints or handle internal problems.

A major factor in comparing application of formal principles of administration in Virginia, Colorado, and Arizona is the effect of city size on the level of authority and delegation of responsibilities to assistant city managers. The null hypothesis to Research Question 4 posits that delegation and responsibility to the assistant city managers in Virginia, Arizona, and Colorado will be consistent in cities of the same sizes, regardless of differences in socioeconomic conditions, level of governmental reform, politics, perceptions of local and state government support, and council relations. This hypothesis is supported by

the formal application of public administration principles and the professional culture created by the ICMA guidelines.

Response of Virginia managers to survey question 1 "The ACM handles the majority of internal administrative matters in the organization" are provided in Table 5-13:

Table 5-13 Survey Question 1. " The ACM handles the majority of internal administrative matters in the organization."

Table Chi-Square Virginia Managers Responses to Survey Question 1

	10k	50k	50k+	Row Total
Strongly Agree	4	8	6	(13)
Row %	31	46	23	(15%)
Column %	11.4	15	21	
Total %	4	10	3	
Agree	6	12	5	(23)
Row %	26	52	22	(26%)
Column %	17.1	31	36	
Total %	7	14	6	
Neutral	13	5	1	(19)
Row %	68	26	5	(22)
Column %	37.1	13	7	
Total %	15	6	1	
Disagree	9	15	5	(29)
Row %	31	52	17	(33)
Column %	26	38	36	
Total %	10	17	6	
S/ Disagree	3	1	0	(4)
Row %	75	25	0	(4)
Column %	8	3	0	
Total %	3	1	0	
Column	35	39	14	88
Total	40%	44%	16%	100%

VA $\chi^2 = 20.30$, d.f. = 8, $p < .05$

Responses from Virginia managers indicate that size is significant as to whether the assistant city manager handles the majority of internal administrative matters. Arizona and

Colorado managers' response to survey question 1 indicate that assistant city managers' participation in internal administration is also affected by city size ($\chi^2 = 25.32$, d.f. = 8 $p < .05$).³⁷

Survey Question 4 asks if, "The ACM acts as insulator/buffer for the CM to answer citizen complaints or handle internal problems?" The data in Table 5-14 that follow indicate that city size was significant as to whether Virginia assistant managers acted as insulator/buffer for the city manager ($p < .05$).

Table 5-14 Survey Question 4. " The ACM acts as insulator/buffer for the CM to answer citizen complaints or handle internal problems?"

<u>Chi-Square Virginia Managers Responses to Survey Question 4</u>				
	<u>10k</u>	<u>50k</u>	<u>50k+</u>	<u>Row Total</u>
Strongly Agree	3	3	2	(8)
Row %	38	33.3	25	(9)
Column %	9	8	14	
Total %	3	3	2	
<hr/>				
Agree	16	14	4	(34)
Row %	47	41	12	(39%)
Column %	46	36	28	
Total %	18	16	4	
<hr/>				
Neutral	11	0	1	(12)
Row %	92	0	8	(14)
Column %	31	0	7	
Total %	12	0	1	
<hr/>				
Disagree	4	16	7	(27)
Row %	15	59	26	(31)
Column %	11.4	41	50	
Total %	4.5	18	8	
<hr/>				
S. Disagree	1	6	0	(7)
Row %	14	86	0	(8)
Column %	3	15	0	
Total %	1	7	0	
<hr/>				
Column	35	39	14	88
Total	40%	44%	16%	100%
Chi-Square		DF	Significance	
28.39		8	.0005	

Ho: Size has no affect on whether the ACM acts as insulator/buffer for the CM to answer citizen complaints or handle internal problems is rejected (p<.05).

Responses from Arizona and Colorado city managers and assistant city managers in cities up to 10,000 population, 40% believe that the assistant city manager acts as an insulator. In cities up to 50,000 population 40.5% agreed and in cities of over

50,000 (76.4%) agreed. The results indicate that Colorado and Arizona managers perceive that there is a difference in the insulator role that the assistant city manager plays according to size of city ($p < .05$).

In summary, it is clear that similarities exist in delegation and authority exercised by city managers based on city size comparing the three states. However, inconsistencies were found. The larger the city in Arizona and Colorado the more the assistant city manager is involved in the internal working of the organization. Responses from Virginia managers indicate that patterns of delegation are not as consistent based on city size as indicated in Arizona and Colorado. Responses from Arizona and Colorado city managers indicate that they use assistant city managers to distance themselves from internal conflict to the some extent. Virginia city managers responses indicated that they do not use their assistant city managers to distance themselves from internal conflict to the maximum extent possible. These difference in comparing these responses from the three states could reflect differences in local politics. Interest group politics were found to be more pervasive in Virginia than Colorado and Arizona.

The results of the 1991 study and this current study do not support the theory on the formal application of public administration principles. The application of formal principles of public administration posits size would have no impact on duties of assistant city managers. However, the results are consistent with the literature on the contemporary role of city

managers and city managers which posits assistant city managers assume greater responsibility in larger cities due to the increase external activities of the city manager.

Chapter 6 Conclusions

A basic finding in this study is that the concept of "basic principles of public administration," as defined in the traditional formalist literature, continue to serve as guiding criteria in the management of cities; and that political-cultural differences in the environments of city managers do not have a dominant effect. This finding is based on survey data which demonstrate how city managers and assistant city managers, in the three states of Virginia, Colorado and Arizona, view their respective management styles.

More specifically, city manager perceptions were assessed on such matters as careerism and professional development, the separation of politics and administration, the legal basis of administrative authority, and the goal of efficiency in management. Although Arizona and Colorado have somewhat different socioeconomic conditions and political climates as compared to Virginia, core municipal executive practices, as based on formal/classical public administration theory, were in many ways similar. Thus professional norms, as reflected in the perceptions of city managers, are significantly associated with classical constructs and remain quite viable in bureaucratic organizations. This is in spite of certain findings in the data which indicate that politics is not separate from public management and that the application of scientific principles to

public sector managerial practices is difficult if not improbable.

Overall, this study indicates that general principles of public administration and professionalism are critical in establishing the organizational framework of how city managers and assistant city managers perform their duties. This study would seem to reinforce the literature on the importance of professional culture in setting expectations of professional performance. We can speculate that the early teachings of Richard Childs, the founder of the city management movement, at least partly accounts for this. His ideas of professional, nonpartisan competence appear to have been deeply absorbed into the profession of city management.

Implications of Study

One implication from this study pertains to the need for more research on the application of general principles of administration in other bureaucratic organizations on the regional and national levels of government. This is consistent with Dahl's assertion that there can be no science of public administration until a body of comparative studies is completed with findings that transcend national boundaries. Since this research was confined to only three states, there are limitations on the extent to which it can be generalized. Additional research at the regional and national levels would broaden the scope of knowledge on this critical subject.

Another area to consider as it relates to this research is derived from the increasing need to manage diversity in public

management. It would be beneficial to explore the impact of gender and race in the context of formal principles of administration. This is especially pertinent to the city management profession which is composed of predominantly white males. As a reflection of their times in which they wrote, the classical theorists omitted the role, status, and performance of women and minorities in organizations.

Another area that may affect the application of formal principles of public administration principles is the trend of downsizing in government. The uncertainty associated with personnel cutbacks may affect such things as loyalty and trust, and non-political neutrality in managerial role relationships.

In sum, the study of the application of formal public administration principles is a complex subject. There are opportunities to continue to broaden the knowledge base of this topic, especially in the public sector. The application of general principles of administration and professionalism are complementary in that they impose order in bureaucratic environments. Although many commentators regard them as incomplete or outdated, formalist ideas persist in the study and practice of public administration. The idea that the old rules of formalism are outmoded cannot be assumed. To the extent bureaucracy exists there seems to be a need for some degree of organizational formalism. How this can be used to optimize the administrative process is an approach to be preferred over denial that it exists.

APPENDIX A

Virginia Survey Results

The following tables provide a summary of survey results from Virginia to each question.

Table A-1 Question 1

The ACM handles the majority of internal administrative matters in the organization.

	City Manager (CM) Response					
	10K	%	50K	%	>50K	%
1. Strongly Agree	1	5	3	14	1	14
2. Agree	5	23	4	18	3	21
3. Neutral	8	38	2	9	0	0
4. Disagree	6	28	11	50	3	21
5. S. Disagree	2	9	1	4	0	0
Total	21		21		7	

Assistant City Manager Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	3	30	5	20	2	33
2. Agree	1	10	9	36	2	33
3. Neutral	5	50	4	16	1	16
4. Disagree	3	30	6	24	1	16
5. S. Disagree	1	10	1	4	0	0
Total	10		25		6	

Table A-2 Question 2

The ACM complements the CM.

City Manager (CM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	14	75	12	52	5	91
2. Agree	7	25	11	48	2	29
3. Neutral	0	0	0	0	0	0
4. Disagree	0	0	0	0	0	0
5. S. Disagree	0	0	0	0	0	0
Total	21		23		7	

Assistant City Manager (ACM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	6	46	10	55	6	100
2. Agree	1	18	7	39	0	0
3. Neutral	4	31	1	5	0	0
4. Disagree	1	8	0	0	0	0
5. S. Disagree	1	8	0	0	0	0
Total	13		17		6	

Table A-3, Question 3

The organization looks to the ACM to interpret the CM's view to the staff and brings staff views to the CM.

City Manager (CM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	1	3	0	0	1	10
2. Agree	11	37	7	54	4	40
3. Neutral	4	13	4	30	1	10
4. Disagree	6	20	0	0	0	0
5. S. Disagree	8	27	2	15	0	0
Total	30		13		6	

Assistant City (ACM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	2	11	2	11	5	83
2. Agree	6	33	6	33	1	17
3. Neutral	3	17	5	28	0	0
4. Disagree	2	11	5	28	0	0
5. S. Disagree	.05	1	.05	0	0	
Total	18		18		6	

Table A-4, Question 4

The ACM acts as insulator/buffer for the CM to answer citizen complaints or handle internal problems.

City Manager (CM) Response						
	10K	%	50k	%	>50K	%
1. Strongly Agree	0	0	3	14	1	12
2. Agree	11	50	5	23	2	25
3. Neutral	5	23	0	0	1	12
4. Disagree	4	18	10	45	4	50
5. S. Disagree	2	9	4	18	0	0
Total	22		22		8	

Assistant City (ACM) Response						
	10K	%	50K	%	>50K	%
1. Strongly Agree	4	21	0	0	1	17
2. Agree	6	31	7	50	2	33
3. Neutral	8	42	0	0	0	0
4. Disagree	1	53	5	36	3	50
5. S. Disagree	0	2	14	0	0	
Total	19	14	6			

Table A-5, Question 5

The ACM performs both line and staff activities.

City Manager (CM) Response

	10K	%	50K	%	>50k	%
1. Strongly Agree	4	18	6	25	0	0
2. Agree	15	68	15	62	6	100
3. Neutral	1	4	0	0	0	0
4. Disagree	2	91	1	4	0	0
5. S. Disagree	0	0	2	8	0	0
Total	22		24		6	

Assistant City Manager (ACM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	3	20	7	25	0	0
2. Agree	8	53	9	32	5	100
3. Neutral	0	0	1	36	0	0
4. Disagree	4	27	0	0	0	0
5. S. Disagree	0	0	11	39	0	0
Total	15		28		5	

Table A-6, Question 6

For the most part, the role of the ACM is defined by the CM.

City Manager (CM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	4	17	5	23	0	0
2. Agree	15	62	15	68	6	100
3. Neutral	1	42	0	0	0	0
4. Disagree	4	17	0	0	0	0
5. S. Disagree	0	2	9	0	0	
Total	4	22	6			

Assistant City Manager Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	3	18	7	41	0	0
2. Agree	8	47	10	59	5	90
3. Neutral	0	0	0	0	1	10
4. Disagree	4	23	0	0	0	
5. S. Disagree	2	12	0	0	0	
Total	17		17		6	

Table A-7, Question 7

The CM provides frequent feedback to the ACM regarding role performance.

City Manager (CM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	8	33	5	22	4	50
2. Agree	13	54	13	60	4	50
3. Neutral	3	12	4	18	0	0
4. Disagree	0	0	0	0	0	0
5. S. Disagree	0	0	0	0	0	0
Total	24		22		8	

Assistant City Manager Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	2	14	4	23	3	50
2. Agree	9	64	9	53	3	50
3. Neutral	2	14	2	12	0	
4. Disagree	1	7	2	12	0	
5. S. Disagree	0	0	0			
Total	14		17		6	

Table A-8, Question 8

It is important that the ACM spend time on policy issues.

City Manager (CM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	7	30	8	32	4	57
2. Agree	11	48	12	48	3	43
3. Neutral	2	8	1	1	0	0
4. Disagree	3	13	3	12	0	0
5. S. Disagree	0	0	0	0	0	0
Total	23		25		7	

Assistant City Manager Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	2	14	6	35	3	50
2. Agree	11	78	11	65	3	50
3. Neutral	1	7	0	0	0	0
4. Disagree	0	0	0	0	0	0
5. S. Disagree	0	0	0	0	0	0
Total	14		17		6	

Table A-9, Question 9

It is important that the ACM spend time working with city council.

City Manager (CM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	4	17	6	28	2	25
2. Agree	11	48	7	33	5	62
3. Neutral	7	30	2	9	0	0
4. Disagree	1	4	5	24	1	13
5. S. Disagree	0	0	1	2	0	0
Total	23		21		8	

Assistant City Manager Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	4	21	8	33	2	25
2. Agree	7	37	8	33	5	62
3. Neutral	7	37	2	8	0	0
4. Disagree	1	5	5	21	1	12
5. S Disagree	0	0	1	4	0	0
Total	19		24		8	

Table A-10, Question 10

The CM allows the ACM to communicate directly with the mayor and city council on most matters.

City Manager (CM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	1	4	8	40	2	25
2. Agree	11	50	7	35	6	75
3. Neutral	4	18	2	10	0	0
4. Disagree	6	27	5	23	0	0
5. S. Disagree	0	0	0	0	0	0
Total	22		20		8	

Assistant City Manager Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	4	21	4	25	3	43
2. Agree	4	21	9	56	3	43
3. Neutral	4	21	2	12	0	0
4. Disagree	3	16	1	6	1	14
5. S. Disagree	0	0	0	0	0	0
Total	19		16		7	

Table A-11, Question 11

The ACM should participate with the CM in the definition of the ACM role.

City Manager (CM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	5	23	11	50	4	44
2. Agree	15	68	10	45	1	11
3. Neutral	0	0	0	0	0	0
4. Disagree	2	9	1	4	4	44
5. S. Disagree	0	0	0	0	0	0
Total	22	22	9			

Assistant City Manager Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	5	36	10	53	5	83
2. Agree	7	50	9	47	1	17
3. Neutral	2	14	0	0	0	0
4. Disagree	0	0	0	0	0	0
5. S. Disagree	0	0	0	0	0	0
Total	14		19		6	

Table A-12, Question 12

There is no room for ambiguity about role relationships between the CM and ACM.

City Manager (CM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	8	36	7	33	1	12
2. Agree	8	36	8	38	2	25
3. Neutral	3	14	2	9	1	12
4. Disagree	3	4	4	19	4	50
5. S. Disagree	0	0	0	0	0	0
Total	22		21		8	

Assistant City Manager Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	1	7	6	33	2	28
2. Agree	7	50	6	33	1	14
3. Neutral	3	21	2	11	2	28
4. Disagree	3	21	4	22	2	28
5. S. Disagree	0	0	0	0	0	0
Total	14		18		7	

Table A-13, Question 13

Mentoring was (is) very important to the career development of an ACM.

City Manager (CM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	9	41	4	19	4	50
2. Agree	10	45	16	76	4	50
3. Neutral	3	14	1	5	0	0
4. Disagree	0	0	0	0	0	0
5. S. Disagree	0	0	0	0	0	0
Total	22		21		8	

Assistant City Manager Response

	10K	%	50K	%	>50K%
1. Strongly Agree	5	36	4	22	1 17
2. Agree	6	43	10	45	2 33
3. Neutral	3	21	4	22	3 50
4. Disagree	0	0	1	5	0 0
5. S. Disagree	0	0	0	0	0 0
Total	14		18		6

Table A-14, Question 14

All CMs have an obligation to enter into mentoring relationships.

City Manager (CM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	4	18	5	23	3	37
2. Agree	10	45	10	45	4	50
3. Neutral	7	32	6	27	0	0
4. Disagree	1	4	1	4	1	12
5. S. Disagree	0	0	0	0	0	0
Total	22		22		8	

Assistant City Manager Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	3	23	3	17	0	0
2. Agree	3	23	7	39	3	50
3. Neutral	3	23	6	33	2	33
4. Disagree	3	23	1	5	1	16
5. S. Disagree	1	8	1	5	0	0
Total		13		18		6

Table A-15, Question 15

I still continue my relationship with my mentor (answer only if you have a mentor).

City Manager (CM) Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	4	25	3	30	2	40
2. Agree	3	19	6	60	3	60
3. Neutral	4	25	1	0	0	0
4. Disagree	1	6	0	0	0	0
5. S. Disagree	0	0	0	0	0	0
Total	16		10		5	

Assistant City Manager Response

	10K	%	50K	%	>50K	%
1. Strongly Agree	3	37	2	20	1	33
2. Agree	4	50	6	60	2	67
3. Neutral	0	0	1	10	0	0
4. Disagree	1	13	1	10	0	0
5. S. Disagree	0	0	0	0	0	0
Total	8		10		3	

Table A-16, Question 16

Please list the three most critical characteristics of the ACM role.

City Manager Response

1. Competence
2. Loyalty
3. Honesty

Assistant City Manager Response

1. Loyalty
2. Trust
3. Honesty

Table A-17, Question 17

What is the most important task of the ACM ?

City Manager Response

support/ complement CM

Assistant City Manager Response

support/ complement CM

Table A-18, Question 18

Please rank the characteristics below in order of their relative importance to the ACM's role in relation to the CM (1 = most important; 6 = least important).

ACM Response

1. mutual trust
2. inclusion in decision making
3. independence
4. conformity
5. control by manager
6. affection for each other

CM Response

1. mutual trust
2. inclusion in decision making
3. independence
4. affection for each other
5. conformity
6. control by manager

Table A-19, Question 19

Please rank the qualities below in the order of greatest desirability for a good ACM (1 = most desirable; 10 = least desirable).

ACM Response

1. dependability
2. integrity
3. competence
4. helpfulness
5. managerial ability
6. fairness
7. cooperation
8. intelligence
9. determination
10. imagination

CM Response

1. integrity
2. competence
3. dependability
4. managerial ability
5. helpfulness
6. fairness
7. imagination
8. cooperation
9. intelligence
10. determination

Table A-20, Question 21

Please rank in order what practices are most important in determining the role relationship between CMs and ACMs (1 = most important; 6 = least important).

ACM Response

1. discussion with each other
2. the city manager took the lead in establishing expectations
3. job description
4. just assumed over time
5. other
6. trial and error

CM Response

1. discussion with each other
2. the city manager took the lead in establishing expectations
3. job description
4. trial and error
5. just assumed over time
6. other

Table A-21, Question 22

What type of career pattern have you chosen?

ACM Response

1. ACM Moving Towards CM: current assistant whose career planning involves "moving up to number one".
2. Career Assistant: feel my skills and qualities are highly valued and will stay in this career path.

CM Response

1. City manager Only: current manager who will continue to seek career fulfillment through the "number one" position in one or more jurisdictions.
2. Two-Way Mobile Manager: current manager who believes in the viability of moving "down as well as 'up" in an organization in order to grow professionally.

Table A-22, Question 23

Please check the items below that you consider constraints on career advancement opportunities, thier from ACM to CM or from CM to CM in a large city.

ACM Response

1. economics of relocating
2. two-career couple
3. job satisfaction
4. family is less mobile than originally realized
5. amenities available in my community

CM Response

1. economics of relocating
2. job satisfaction
3. family is less mobile than originally realized
4. amenities available in my community
5. two-career community

Table A-23, Question 25

Population of city

1. 35 under 10,000
2. 39 10,001 to 50,000
3. 14 more than 50,000

Table A-24, Question 26

What is your current position?

1. 52 city manager
2. 39 assistant city manager

Table A-25, Question 32

Highest degree obtained

Degree	CM	ACM
bachelors	12	12
masters	34	17
doctorate	0	0
other	6	7

Table 26, Question 32

Sex	CM	ACM
male	30	27
female	2	9

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16. Please list the three most critical characteristics of the ACM role.

1. _____
2. _____
3. _____

17. What is the single most important task of the ACM?

18. Please rank the characteristics below in order of their relative importance to the ACM's role in relation to the CM (1=most important; 6=least important).

- | | |
|---|--|
| _____ mutual trust | _____ independence |
| _____ affection for each other
(interpersonal relationships) | _____ control by manager (loose or
tight) |
| _____ conformity | _____ inclusion in decision making |

19. Please rank the qualities below in the order of greatest desirability for a good ACM (1=most desirable; 10=least desirable).

- | | |
|---------------------|--------------------------|
| _____ determination | _____ imagination |
| _____ intelligence | _____ managerial ability |
| _____ helpfulness | _____ dependability |
| _____ fairness | _____ integrity |
| _____ cooperation | _____ competence |

20. City Managers Only: How would you rate the overall performance/effectiveness of your ACM on a scale of 1 to 10, with 1 as best, and 10 as worst?

21. Please rank in order what practices are most important in determining the role relationship between CMs and ACMs (1=most important; 6=least important).

- _____ job description
- _____ discussion with each other
- _____ just assumed over time
- _____ trial and error
- _____ the city manager took the lead in establishing expectations
- _____ other (specify)

22. What type of career pattern have you chosen? (check one)

Career Assistant: feel my skills and qualities are highly valued and will stay in this career path.

ACM Moving Towards CM: current assistant whose career planning involves "moving up to number one."

Two-Way Mobile Manager: current manager who believes in the viability of moving "down" as well as "up" in an organization in order to grow professionally.

City Manager Only: current manager who will continue to seek career fulfillment through the "number one" position in one or more jurisdictions.

Other (Not Described Here) (please describe): _____

23. Please check the items below that you consider constraints on career advancement opportunities, either from ACM to CM or from CM to CM in a larger city.

family is less mobile than originally realized

job satisfaction

economics of relocating

two-career couple

amenities available in my community

24. Did I forget to mention something you consider to be an important constraint on mobility? _____

25. Population of city

under 10,000

10,001 to 50,000

more than 50,000

26. What is your current position?

city manager

assistant city manager

27. Previous position title _____

Length of time in position _____

28. Have you ever been employed as an ACM?

yes
 no

29. Have you ever, as a city manager, worked with an ACM?

yes
 no

30. If you are a CM now, do you currently have an ACM?

yes
 no

31. If you are an ACM now, have you ever been a CM?

yes
 no

32. Highest degree obtained

bachelors
 masters
 doctorate
 other (specify) _____

33. Sex

male
 female

34. Additional comments on the role relationships between city manager and assistant city manager: